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UNITED NATIONS

COMMISSION ON NARCOTIC DRUGS

REPORT OF THE THIRTEENTH SESSION

(28 APRIL—30 MAY 1958)

ECONOMIC AND SOCIAL COUNCIL
OFFICIAL RECORDS: TWENTY-SIXTH SESSION

SUPPLEMENT No. 9

GENEVA

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NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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ABBREVIATIONS

The following abbreviations are used throughout the text:

Abbreviation	Full title	Abbreviation	Full title
DSB	Drug Supervisory Body	1936 Convention	Convention for the suppression of the illicit traffic in dangerous drugs, signed at Geneva on 26 June 1936, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946
PCOB	Permanent Central Opium Board		
UNTAA	United Nations Technical Assistance Administration		
FAO	Food and Agriculture Organization of the United Nations	1946 Protocol	Protocol amending the Agreements, Conventions and Protocols on Narcotic Drugs concluded at The Hague on 23 January 1912, at Geneva on 11 February 1925 and 19 February 1925 and 13 July 1931, at Bangkok on 27 November 1931 and at Geneva on 26 June 1936, signed at Lake Success, New York, on 11 December 1946
UNESCO	United Nations Educational, Scientific and Cultural Organization		
UPU	Universal Postal Union		
WHO	World Health Organization		
LAS	League of Arab States		
ICPO	International Criminal Police Organization	1948 Protocol	Protocol bringing under international control drugs outside the scope of the Convention of 13 July 1931 for limiting the manufacture and regulating the distribution of narcotic drugs, as amended by the Protocol signed at Lake Success on 11 December 1946
1912 Convention	International Opium Convention signed at The Hague on 23 January 1912		
1925 Convention	International Opium Convention signed at Geneva on 19 February 1925, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946		
1931 Convention	Convention for limiting the manufacture and regulating the distribution of narcotic drugs, signed at Geneva on 13 July 1931, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946	1953 Protocol	Protocol for limiting and regulating the cultivation of the poppy plant, the production of, international and wholesale trade in, and use of opium, signed at New York on 23 June 1953

* * *

The previous report of the Commission on Narcotic Drugs to the Economic and Social Council are referred to as “Report, — session”. These reports have all been published as supplements to the *Official Records of the Economic and Social Council*, and may be identified as follows:

Fourth session	Supplement No. 9, E/1361; E/CN.7/186	Eighth session	Supplement No. 4, E/2423; E/CN.7/262
Fifth session	Supplement No. 2, E/1889/Rev. 1; E/CN.7/216/Rev.1	Ninth session	Supplement No. 8, E/2606; E/CN.7/283
Sixth session	Supplement No. 13, E/1998; E/CN.7/227/Rev.1	Tenth session	Supplement No. 8, E/2768/Rev. 1; E/CN.7/303/Rev.1
Seventh session	Supplement No. 8, E/2219; E/CN.7/240	Eleventh session	Supplement No. 8, E/2891; E/CN.7/315
		Twelfth session	Supplement No. 10, E/3010/Rev.1; E/CN.7/333/Rev.1



UNITED NATIONS
ECONOMIC AND SOCIAL COUNCIL
OFFICIAL RECORDS
TWENTY-SIXTH SESSION

SUPPLEMENT No. 9

COMMISSION ON NARCOTIC DRUGS

Report to the Economic and Social Council on the thirteenth session of the Commission,
held in Geneva from 28 April to 30 May 1958

CHAPTER I

ORGANIZATIONAL AND ADMINISTRATIVE MATTERS

Representation at the session ¹

1. The fifteen members of the Commission were represented as follows:

Austria : Mr. F. Obermayer;

Canada : Mr. K. C. Hossick; Mr. R. E. Curran (Alternate); Mr. C. Bourbonnière (Alternate);

China : Mr. Chi-kwei Liang; Mr. Yung-fa Wu (Adviser);

France : Mr. C. Vaille; Mr. R. Establie (Alternate);

Hungary : Mr. Imre Vertes; Mrs. Edith Gömöri (Alternate);

India : Mr. Tilak Raj;

Iran : Mr. A. G. Ardalan;

Mexico : Mr. Pedro de Alba; Mr. Roberto Rosenzweig-Diaz (Alternate);

Peru : Mr. César Gordillo Zuleta;

Turkey : Mr. M. Özkol; Mr. Hürrem Balkan (Alternate);

Union of Soviet Socialist Republics : Mrs. V. V. Vassilieva; Mr. G. F. Kalinkine (Adviser);

United Arab Republic : Mr. Amin Ismail; Mr. Abdel Aziz Safwat;

United Kingdom of Great Britain and Northern Ireland : Mr. T. C. Green;

United States of America : ² Mr. A. G. Flues; Mr. A. L. Tennyson (Adviser); Mr. Nathan B. Eddy (Adviser); Mr. Elwyn F. Chase, Jr. (Adviser);

Yugoslavia : Mr. D. Nikolic.

2. At the invitation of the Commission, the following States sent observers to participate in its proceedings with respect to the agenda items shown:

State	Observers	Item of the agenda
Afghanistan . . .	Mr. A. H. Tabibi	4, 5, 6
Brazil	Mr. Renato Campos Martins	10
Bulgaria	Mr. Todor Dimov Stoyanov	5

¹ E/CN.7/SR.374, 412.

² Unofficial adviser to the United States delegation: Mr. C. Siragusa.

State	Observers	Item of the agenda
Colombia	Mr. Vincente Gonzalez Mr. Victor Jimenez-Suarez	4, 9
Czechoslovakia . . .	Mr. P. Pavlík	5
Denmark	Mr. Mogens Nimb	4, 7
Ethiopia	Mr. Tesfaye Gebre-Egzy Mr. Gordon A. Alles	13
Federal Republic of Germany	Mr. H. Danner	5, 8, 11
Greece	Mr. G. Panopoulos	All items
Israel	Mr. M. Kahany	4, 14
Italy	Mr. Gabriele Tancredi	5, 10, 11
Japan	Mr. Ichiroemon Kidani Mr. Shigeru Inada	4, 5, 6, 8, 11
Laos	Mr. Pheng Norindr Mr. Khamphay Abhay	4, 6
Lebanon	Mr. A. Yazbek	4, 10, 14
Morocco	Mr. Ahmed Benabud Mr. H. Nargeolet	4, 5, 7, 10, 13
Pakistan	Mr. A. H. B. Tyabji	5, 6, 10
Poland	Mr. Andrzej Horoszkiewicz	5, 10
Portugal	Mr. F. de Alcambar Pereira	4, 10
Spain	Mr. Luis Garcia de Llera	4
Switzerland	Mr. J. P. Bertschinger Mr. Edouard Lehmann	4, 5, 11
Thailand	Mr. Chitra Posayanonda Mr. Tem Suvikrom Mr. Boonthiang Phanichphant Mr. Pow Sarasin	4

Not all observers were able to be present during the discussions on all the items to which they had been invited.

3. The following States were also invited to send observers but were not able to do so:

State	Item
Argentina	9
Belgium	11
Bolivia	9
Burma	4
Cambodia	4
Chile	9
Cuba	4
Ecuador	9
Indonesia	9
Jordan	4

State	Item
Nepal	10
Netherlands	5, 11
Viet-Nam	4, 5, 8
Yemen	13

4. The representative of the Union of Soviet Socialist Republics stated that China was not legally represented in the Commission, since the seat which should rightly be that of a representative of the People's Republic of China was occupied by a representative of Chiang Kai-shek. The representative of Yugoslavia expressed regret that China was not represented by a representative of the People's Republic of China.

5. The representative of China stated that his Government was the only legitimate Government of China and was recognized as such by the United Nations. The representative of the United States expressed regret that the question of Chinese representation had again been brought up; he stated that it was difficult to conceive how a representative of a Government which had consistently acted in a manner contrary to the principles of the United Nations could be admitted to a United Nations commission.

6. The Permanent Central Opium Board (PCOB) was represented by Sir Harry Greenfield, and the Drug Supervisory Body (DSB) by Mr. H. L. May. In their absence, representation was assured by the secretary of those organs, Mr. L. Atzenwiler.

7. The World Health Organization (WHO) was represented by Mr. H. Halbach.

8. The International Civil Aviation Organization (ICAO) was represented by Mr. Bogdan Kwiecinski.

9. The Permanent Anti-Narcotics Bureau of the League of Arab States (LAS) was represented by Mr. Abdel Aziz Safwat.

10. The International Criminal Police Organization (ICPO), a non-governmental organization in consultative status, category B, was represented at the session by Mr. J. Nepote.

11. The Director of the European Office of the United Nations, Mr. P. P. Spinelli, represented the Secretary-General at the opening meeting of the session and welcomed the representatives and observers on his behalf. Mr. G. E. Yates, Director of the Division of Narcotic Drugs, and in his absence Mr. A. Lande and Mr. J. Lucas, represented the Secretary-General at other meetings during the session.

Opening and duration of the session ³

12. The session was opened by Mr. D. Nikolic (Yugoslavia), the Vice-Chairman of the Commission at its twelfth session.

13. The session lasted from 28 April to 30 May. Altogether thirty-nine plenary meetings were held (374th—412th meetings).

³ E/CN.7/SR.374.

Election of officers ⁴

14. The Commission elected the following officers:

Chairman : Mr. D. Nikolic (Yugoslavia)

First Vice-Chairman : Mr. K. C. Hossick (Canada)

Second Vice-Chairman : Mr. M. Özkol (Turkey)

Rapporteur : Mr. A. G. Ardalan (Iran)

Adoption of the agenda ⁵

15. The Commission considered the provisional agenda (E/CN.7/334 and Add.1), drawn up by the Secretary-General after consultation with the Chairman of the twelfth session and in pursuance of the Commission's decision at that session to include certain items, ⁶ and adopted the following agenda:

1. Election of officers.
2. Adoption of the agenda.
3. Implementation of the narcotics treaties and international control:
 - (a) Report of the Division of Narcotic Drugs;
 - (b) Annual reports of Governments;
 - (c) National laws and regulations;
 - (d) Report of the Permanent Central Opium Board to the Economic and Social Council on the work of the Board in 1957;
 - (e) Estimated world requirements of narcotic drugs in 1958: statement of the Drug Supervisory Body;
 - (f) Appointment of a member of the Drug Supervisory Body;
 - (g) Question of prolongation of term of office of member of the Drug Supervisory Body appointed by the Commission;
 - (h) Carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight;
 - (i) Control of levomoramide.
4. Illicit traffic.
5. The proposed Single Convention on Narcotic Drugs.
6. Request of Afghanistan to be recognized as a State producing opium for export.
7. Abuse of drugs (drug addiction).
8. Opium and opiates (including scientific research on opium).
9. The question of the coca leaf.
10. The question of cannabis.
11. The question of synthetic narcotic drugs.
12. International non-proprietary names for narcotic drugs under international control.
13. The question of khat.
14. The proposed United Nations Middle East Anti-Narcotics Bureau or Agency.
15. Technical assistance for narcotics control.
16. Programme and priorities in the field of narcotic drugs.
17. Report of the Commission on its thirteenth session.

⁴ Agenda item 1 (E/CN.7/SR.374).

⁵ Agenda item 2 (E/CN.7/SR.375).

⁶ Report, Twelfth session, para 27.

Programme priorities in the field of narcotic drugs ⁷

16. The Commission considered the programme priorities in the field of narcotics control in the light of the list of priorities adopted at its twelfth session and approved by the Economic and Social Council at its twenty-fourth session and of the relevant Council and General Assembly resolutions. It also based its consideration of this subject on a note prepared by the Secretary-General (E/CN.7/L.171).

17. The Commission decided to recommend the following order of priorities:

FIRST PART

Continuing functions

First priority

- (a) Functions arising out of the implementation of the existing international treaties on narcotic drugs

SECOND PART

Continuing projects

First priority

- (b) Scientific research on opium
- (c) Drug addiction
- (d) The problem of synthetic narcotic drugs
- (e) The problem of cannabis
- (f) The problem of the coca leaf
- (g) The question of khat
- (h) United Nations *Bulletin on Narcotics*
- (i) Questions relating to control of other substances (barbiturates, tranquillizers, etc.)

Second priority

- (j) Scientific research on other narcotic drugs (including cannabis)
- (k) Narcotics bibliography

Ad hoc project ⁸

- (l) Carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight

18. Since the first part refers to functions in which the Commission and the Secretariat are acting as treaty as well as Charter organs, the Commission considered it sufficient to present them as a single comprehensive group, all of which are obligatory and within which few questions of priorities arise, in view of the reporting system and interlocking machinery contained in the treaties. For organizational purposes, certain ancillary functions not specified in detail in the treaties (but which have been held since their inception to be implied in the treaties or to be essential to their implementation) are associated with this group; for example, the processing and study of the information received on the illicit

traffic in order to enable it to be used by Governments and by the Commission. Although this group, with its ancillary functions, has been treated as a single item, it should be realized that it represents a large proportion of the workload of the Division of Narcotic Drugs.

19. The second part lists projects established by organs of the United Nations, and it should be noted that the priorities established are not absolute, either as regards resources to be applied to them or as regards time. The studies are for the most part intimately connected with, though not specifically required by, the operation of the treaties. As compared with the list of the preceding year, the Commission decided to raise scientific research on opium from the fourth to the first position on the list, in virtue of Economic and Social Council resolution 667 C (XXIV), and added a new item under the second priority section—i.e., scientific research on other drugs (including cannabis). The Commission decided that the question of khat should be given a higher priority than the question of other substances—i.e., amphetamines, barbiturates and tranquillizers, which have figured in previous years on its agenda but which are not under international treaty control.

20. As regards the *ad hoc* projects, the Commission considered that action by it on the two projects on last year's list, the proposed Single Convention and international non-proprietary names, had been completed for the time being, and thus they had been deleted from the present list. ⁹ In view of the Council's decision to place the carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight on the Commission's agenda, the Commission decided to add this to the *ad hoc* projects.

21. Indications as to the projects having highest priority for which technical assistance would be involved may be found in chapter XI.

Control and limitation of documentation ¹⁰

22. The Commission took note of General Assembly resolution 1203 (XII), by which the Secretary-General was requested to continue his efforts, in co-operation with Member States, to reduce the length and amount of documentation produced, a target figure being suggested for the 1958 documentation of 25 per cent below the 1957 level.

23. The Commission wishes to point out that a large proportion of its documentation, perhaps as much as two-thirds of the whole, stems from the requirements of the international narcotics treaties and is prepared for the Parties to those treaties; it thus differs from the general documentation of the functional commissions of the Council. Also, a large proportion of the narcotics documentation is intended for the use of national narcotics administrations throughout the year and not primarily for the annual session of the Commission.

24. At recent sessions, the Commission had reviewed the treaty documentation and reduced it, so far as the

⁷ Agenda item 16 (E/CN.7/SR.406, 412).

⁸ However, as regards the proposed Single Convention, another *ad hoc* project, the Commission subsequently requested the secretariat to undertake certain further tasks (see para. 468, below).

⁹ *Ibid.*

¹⁰ E/CN.7/SR.406, 412.

treaty provisions permitted, by eliminating overlaps. For example, in a number of cases where both original documents and summaries had been issued, now only the one or the other was being produced.

25. It was noted that, under the present programme, a quinquennial summary of laws and regulations had been planned for 1961; at present the available resources did not permit preparations for this summary to be made. The Commission decided that it would consider, at a later session, whether this request for the summary should stand.

26. The Commission wishes to point out that there is an automatic increase in the treaty documentation because more material is received year by year from Governments; mostly this reflects an improving implementation of the treaties and an increase in the control activities of Governments. Again, the scope of control is increasing; the number of drugs under control has risen from eighteen in 1946 to sixty in 1958. When the 1953 Protocol comes into force, there will be a corresponding extension in the range of control, with an equivalent increase in the information submitted by Governments.

27. Attention was also given to that part of the Commission's documentation stemming from the directives and requests of United Nations organs. In 1957, the Commission had already approved flexible arrangements for spacing out over a period of years studies and reports on the problems raised by synthetic narcotics. Furthermore, the average number of pages of each issue of the *Bulletin on Narcotics* had been reduced by about one-fourth.

28. The Commission wishes to point out that these changes have resulted in a significant saving in documentation and have temporarily more than offset the natural annual increase.

29. The Commission thought it important that it should review documentation continuously year by year in order to hold it to the amount needed. However, it considered that the possibilities of further economies were limited and related more to the form and languages of presentation than to content. In this connexion, the Commission agreed to the following measures: (i) the average length of each summary record to be reduced from fifteen to twelve pages; (ii) a complete list of authorities entitled to issue import and export licences to be issued only in alternate years; and (iii) the length and presentation of documents prepared for the Commission to be reviewed and a shorter arrangement adopted where practicable.

30. In connexion with the treaty provisions (particularly article 1 of the 1948 Protocol) requiring that material received from Governments in connexion with the notifications of new drugs should be circulated to Parties, the Commission noted that the translation and reproduction of the large amount of material sent in had become burdensome. The treaty provisions did not stipulate specifically the languages in which circulation was required. Since most of the material is highly technical and specialized, the Commission suggests that it should

be circulated only in the language in which it is received, provided that an endeavour should be made to provide a translation in a working language if a Government specifically requests it for particular passages.

31. The Commission noted that the workload involved in issuing, in the working languages, the texts of national laws and regulations, received under article 21 of the 1931 Convention, was very great. It considered that more economical arrangements were needed and, in this connexion, decided it would not object to the alternative arrangements the Secretary-General had proposed in E/CN.7/L.171, paragraph 18, for an experimental period.

32. The Commission decided to request the Secretariat to discontinue preparation of the separate annual paper on diacetylmorphine and to incorporate subsequent information in the annual document on the scope of control.

33. It was noted that the Committee of Experts on the United Nations Programme of Opium Research had recommended the preparation of an annual progress report. The Commission requested the Secretariat to ensure that there was no overlap between this report and the annual report of the Division of Narcotic Drugs.

Organization of the fourteenth session of the Commission¹¹

34. In order to facilitate planning for the fourteenth session, the Commission decided to include certain items in the provisional agenda for that session, on the basis of suggestions made by the Secretariat (E/CN.7/L.206). This procedure is provided for under rule 6 of the rules of procedure of functional commissions, which also provides that Members of the United Nations and members of the specialized agencies, the General Assembly, the Economic and Social Council, Security Council and the Trusteeship Council, may propose additional items.

35. The following items which appear regularly on the Commission's agenda were included without discussion:

- (a) Implementation of the narcotics treaties and international control:
 - (i) Report of the Division of Narcotic Drugs;
 - (ii) Annual reports of Governments;
 - (iii) National laws and regulations;
 - (iv) Report of the Permanent Central Opium Board;
 - (v) Statement of the Drug Supervisory Body.
- (b) Illicit traffic.
- (c) Abuse of drugs (drug addiction).
- (d) Opium and opiates (including scientific research on opium).
- (e) The question of the coca leaf.
- (f) The question of cannabis.
- (g) The question of synthetic drugs.
- (h) Technical assistance for narcotics control.

¹¹ E/CN.7/SR.410, 412.

36. In addition, the Commission decided that the following items, for which place had been made in the programme priorities, should be added to its provisional agenda for next year: (i) carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight; (ii) the question of khat; and (iii) questions relating to the control of other substances (barbiturates, tranquilizers, etc.).

37. The Commission likewise decided that the proposed "Middle East Narcotics Survey Mission"¹² should figure on its provisional agenda.

38. The Commission decided to invite the following Governments to be represented by observers at the fourteenth session during discussion on the following items:

Illicit traffic: Burma, Cambodia, Colombia, Cuba, Greece, Israel, Japan, Jordan, Laos, Lebanon, Morocco, Portugal, Spain, Thailand and Viet-Nam.

These States were also invited to participate in the proceedings of the Illicit Traffic Committee.

Abuse of drugs (drug addiction): Denmark, Federal Republic of Germany, Greece, Italy, Japan, Morocco

Opium and opiates: Afghanistan, Greece, Japan, Viet-Nam.

The question of the coca leaf: Bolivia, Colombia.

The question of cannabis: Brazil, Greece, Italy, Lebanon, Morocco, Pakistan.

The question of synthetic drugs: Belgium, Federal Republic of Germany, Greece, Italy, Japan, Switzerland.

Control of new substances: Belgium, Ethiopia, Federal Republic of Germany, Greece, Switzerland, Yemen.

Technical assistance for narcotics control: Afghanistan, Morocco, Thailand.

39. The Commission recommended that its Committee on Illicit Traffic should, as in previous years, convene three working days in advance of the opening of the fourteenth session and decided that the Committee's membership and terms of reference should remain unchanged.

Place of meeting of the fourteenth session of the Commission¹³

40. The Commission was informed of the pattern of conferences which the General Assembly had adopted in its resolution 1202 (XII).¹⁴ It noted in particular

that, under this resolution, meetings of United Nations bodies should be held, as a general principle, at the established headquarters of the bodies concerned, but that a session of the Commission on Narcotic Drugs might, in exceptional circumstances, and by decision of the Economic and Social Council in consultation with the Secretary-General, be held in New York.

41. In the light of this resolution, the representative of the United States proposed that the fourteenth session of the Commission should be held at United Nations Headquarters. Among the reasons adduced in support of this proposal were the more extensive Press coverage of meetings at Headquarters and the larger number of technical experts from States of the western hemisphere who would be able to attend. He submitted a draft resolution (E/CN.7/L.177) by which the Commission would recommend to the Council and to the Secretary-General that the fourteenth session should be held in New York.

42. The opinion was, however, expressed that the General Assembly had not intended that alternate sessions of the Commission should be held at Headquarters. Attention was drawn to the additional expenditure (\$13,100) which would be involved if such a decision were taken (E/CN.7/L.177/Add.1).¹⁵ Doubts were expressed that technical experts attended sessions in New York in larger number. As regards the total coverage given by the Press, that depended rather on the news value of the material than on the particular place of meeting. It was also suggested that the present circumstances were not exceptional and therefore did not warrant such a recommendation.

43. Several members, however, gave their support to the United States proposal, agreeing with the reasons that lay behind it. It was recalled that, at the time of the transfer of the Division of Narcotic Drugs to the European Office, it had been foreseen that alternate sessions of the Commission would be held at Headquarters. The United States proposal was also supported, in tribute to Mr. H. J. Anslinger, United States Commissioner of Narcotics, who had participated in the Commission's work for so many years.

44. The Commission adopted the draft resolution proposed by the United States by 9 votes to 1, with 5 abstentions.¹⁶

¹² See chapter XI, below.

¹³ E/CN.7/SR.376, 405, 412.

¹⁴ E/CN.7/335, paras. 21 to 27.

¹⁵ Details on this financial estimate appear in annex IV below.

¹⁶ See annex I, Commission resolution I.

CHAPTER II

IMPLEMENTATION OF THE TREATIES AND INTERNATIONAL CONTROL

Report of the Division of Narcotic Drugs¹⁷

45. The Commission considered the report of the Division of Narcotic Drugs for the period 16 March 1957 to 15 March 1958 (E/CN.7/335 and Add.1). Supplementary information covering the period 16 March - 30 April 1958 was reported to the Commission orally by the representative of the Secretary-General. In addition to summarizing the Division's work during the past year, the report set out the position on the implementation of the resolutions and other decisions on narcotics control addressed to Governments by the Economic and Social Council and by the Commission in 1956 - 1957.

46. As supplements to the Division's report, the Commission reviewed a paper on diacetylmorphine (E/CN.7/335/Add.2), a paper listing the States adhering to the international narcotics treaties (E/CN.7/335/Add.3), and a paper listing the narcotics under international control (E/CN.7/335/Add.4).

47. Further information on E/CN.7/335/Add.2 and 4 will be found in chapter V and in a subsequent section of the present chapter, respectively.

48. In connexion with chapter III of the Division's report — "Control" — the representative of the United Arab Republic informed the Commission that a ministerial decree had placed six new synthetic drugs under international control. Copies of the most recent Egyptian law, promulgated in 1953, had been made available to the Secretary-General, and efforts were being made to unify the laws of the constituent States of the United Arab Republic.

49. With regard to chapter IV — "Illicit traffic" — an inquiry was made as to whether Burma, Colombia, Cuba and Syria had replied to the letters addressed to them by the Secretariat on behalf of the Commission. The Commission was informed that no information had been received from those countries.

50. In connexion with chapter XIV — *Bulletin on Narcotics* — the usefulness of this publication was again stressed, and the articles on promedol (vol. X, No. 1) and on cannabis in Morocco were specially mentioned. The representative of the Secretary-General thanked members of the Commission whose countries had contributed to the *Bulletin*.

51. The representative of France submitted a draft resolution (E/CN.7/L.174) whereby the Commission would invite the Secretary-General, in preparing documents relating to narcotic drugs, to be guided by a list of countries and regions which would ensure uniformity of presentation and facilitate the examination of such documents by the Commission. Since it appeared unlikely that general agreement would be obtained, the representative of France withdrew his draft resolution.

52. Additional points arising during the discussion of the Division's report have been dealt with in other sections of the present chapter to which their subject matter is closely related.

Ratifications, acceptances, accessions and declarations concerning the multilateral treaties on narcotic drugs¹⁸

53. The Commission examined the progress made during the last twelve months towards universal adherence to the narcotics treaties.¹⁹

54. Particular interest was expressed by certain delegations in the position as regards the 1953 Protocol, which had been signed in New York on 23 June 1953 and had not come into force.

55. Article 21 of that treaty provides that it will come into force after at least twenty-five States have adhered to it, including three of nine named drug-manufacturing States and three of seven named opium-producing States. By 9 May 1958, thirty States had ratified or acceded to the Protocol, including more than three of the nine manufacturing States and one of the seven producing States entitled to produce opium for export.

56. In addition, the Government of Iran, another of the seven named producers, had deposited an instrument of ratification, which had not yet become effective owing to certain technical difficulties under examination by the Office of the Legal Counsel in consultation with the delegation of Iran. The representative of Iran expected that these difficulties would be settled very soon.

57. The question whether Iran's decision to prohibit opium production affected its position as one of the three producing countries the accession or ratification of which is a prerequisite under article 21 for the coming into force of the Protocol was also discussed. Several representatives, considering the question from the legal standpoint, expressed their doubts whether Iran could be regarded as a producing country. It was replied that the status of Iran under the Protocol was not changed, whether Iran produced opium or not, so long as it did not make a formal declaration under article 5, which would legally change its status as a country authorized under article 6 to produce opium for export.

58. Some members expressed regret that the other opium-producing States, except for India, had not yet adhered to the Protocol, and urged them to do so as soon as possible. The representative of France felt that the illicit traffic in opium and opiates would be curtailed by the measures of national control provided for in the Protocol.

59. Other representatives were of the opinion that the narcotics problem should be dealt with in all its aspects,

¹⁸ E/CN.7/SR.375, 376, 378, 409.

¹⁹ Details appear in E/CN.7/335, paras. 1 to 7; E/CN.7/335/Add.1, paras. 1.1 to 7.1; E/CN.7/335/Add.3.

¹⁷ Agenda item 3 (a) (E/CN.7/SR.376, 377, 386, 410).

and that the proposed Single Convention met this demand in a more complete way than the 1953 Protocol. They stressed the advantage of simplification which would result in having one instrument instead of nine, and felt that the adoption of the Single Convention, which incorporated the provisions of the Protocol and contained other useful provisions on synthetic drugs, drug addiction, etc., was an urgent task.

60. Some delegations observed, however, that even after completion of the Single Convention, a long time might elapse before the instrument came into force, and that universality would be difficult to achieve since parties to some of the existing instruments were not necessarily parties to all. On the other hand, other delegations thought that this view was unduly pessimistic.

61. As regards the 1948 Protocol, to which there had been but two adherences (Hungary and Jordan) during the period under review, the Commission again stressed its desire to see this instrument ratified by a greater number of countries. This appeared all the more necessary since there were countries in which not all synthetic narcotic drugs had yet been placed under control.²⁰ In this connexion, the observer from the Federal Republic of Germany stated that the bill for ratification of the Protocol had recently been approved by the Federal Government and that it was before the legislative organs for final action.

62. As regards the other treaties, the Commission was informed of developments which had occurred since its last session, including adherence to the 1912 Convention by Ceylon; to the 1925 and 1931 Conventions by Ceylon, Ghana, Indonesia and Jordan; accession to the 1936 Convention by Ceylon, Indonesia and Jordan; and impending ratification of this latter Convention by the Netherlands.

Annual reports of Governments made in pursuance of article 21 of the 1931 Convention²¹

63. The annual report submitted by each Government is designed to give a comprehensive account of the implementation during the year of its obligations under the international narcotics treaties. It is prepared in accordance with the questionnaire drawn up by the Commission. In accordance with the established practice, the information in these reports is analysed and incorporated by the Secretariat in an annual summary.

64. The number of countries for which annual reports for 1956 were submitted by 31 December 1957 was 134 (62 states and 72 territories) — the same total as for 1955.

65. The Commission examined the *Summary of Annual Reports of Governments* for 1956 (E/NR.1956/Summary and Add.1) covering annual reports received by the Secretary-General up to 31 December 1957. It expressed its approval of the modified arrangement of the *Summary*, and of the inclusion in each chapter of

explanatory notes reviewing the relevant obligations arising out of the international narcotics treaties and the resolutions of the Economic and Social Council, and giving appropriate references to other documents. Discussions under chapters I to VIII of the *Summary* are covered in this section of the report while discussions on chapter IX — “Raw materials” — and chapter X — “Drug addiction” — are referred to elsewhere.

66. With reference to paragraph 295 of the *Summary*, the representative of Austria stated that the twenty-six firms referred to were not licensed to convert narcotics, but only to manufacture preparations.

67. In connexion with the regimes of prohibition and the information given in paragraph 502 of the *Summary*, the representative of India indicated that, while there was no manufacture of synthetic narcotic drugs in India, the Government wished to retain the right to manufacture them subject to the measures of control enjoined by the international treaties.

68. In response to a request for more information about the exceptions to the prohibition in India of the manufacture of medicinal cannabis mentioned in paragraph 501 of the *Summary*, the representative of India explained that tincture of cannabis was the only exception, and that it was being used less and less, because cannabis preparations were unstable.

69. Although the Commission did not embark on any discussion of the system of import certificates and export authorizations for the control of the international trade in narcotics, the observer from Morocco called attention to an irregularity in the working of the system between Morocco and Spain. The General Directorate of Health at Madrid had been sent copies of import certificates made out in Morocco for narcotic drugs coming from Spain, but the Moroccan Government had not been receiving copies of the export authorizations issued by the competent Spanish service as required by article 13 of the 1925 Convention. Despite all precautions, that omission on the part of the Spanish Government was likely to facilitate the leakage of narcotics from licit channels into the illicit traffic, since it was difficult to supervise importers. This danger was particularly great when narcotic drugs were consigned to the province and city of Tangier, which enjoyed a special economic and customs status.

70. The Commission heard a statement by the observer from Lebanon regarding the annual report that country had submitted. The statement was to the effect that the report contained all the information requested under the conventions and that the representative of the League of Arab States was not competent to discuss it.

71. To improve and clarify the information received from Governments on the nature and extent of drug addiction, the Commission examined a revised text of chapter X of the Form of Annual Reports (E/CN.7/318/Add. 1), and decided to request the Secretariat to include it in the next form.

72. The Commission took note of the *Summary of Annual Reports of Governments* for 1956.

²⁰ For further information on this point, see paras. 138-145 below.

²¹ Agenda: item 3 (b) (E/CN.7/SR.381, 383, 384, 386, 387, 390, 392, 409).

73. The Commission noted that a number of countries and territories listed in the introduction to the addendum to the *Summary* had not submitted annual reports for the three years 1954, 1955 and 1956. It requested the Secretary-General to ask these countries and territories, with the exception of Bolivia, which had recently submitted a report for 1957, to contribute more actively to the work of international control of narcotic drugs by sending annual reports to him.

List of firms authorized to manufacture narcotic drugs

74. The "List of Firms authorized to manufacture Narcotic Drugs" (E/NF.1958/1) prepared in the same form as that adopted for the previous year, was before the Commission. The number of manufacturing firms had remained almost constant (122 in 1955 and 123 in 1956), while the number of manufacturing countries had risen slightly from 26 to 27. The number of firms licensed to manufacture synthetic narcotic drugs was 53 — the same number as in the previous year.

List of national authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs

75. The "List of National Authorities empowered to issue Certificates and Authorizations for the Import and Export of Narcotic Drugs" (E/NA.1957/1/Add.1) was before the Commission. The list had not been printed in full, an addendum to the previous year's list having been prepared to show where changes had occurred in the names or addresses, etc., of the authorities concerned.²² One additional country — San Marino — had been included in the list, making a total of 169 States and territories.

National laws and regulations communicated under the international treaties on narcotic drugs²³

76. Under the treaty provisions, particularly article 21 of the 1931 Convention, Governments are required to communicate to one another, through the Secretary-General, texts of laws and regulations enacted by them to give effect to those treaties. The Secretary-General publishes the texts received in the document series E/NL.19—/—. During the period 16 March 1957 to 15 March 1958 a total of 147 legislative texts were communicated to the Secretary-General in respect of 31 States and 20 territories.²⁴

77. Easy reference to all these published texts of laws and regulations is provided by a cumulative index prepared in accordance with Economic and Social Council resolution 626 C III (XXII) and brought up to date every year. The latest edition of the index covers legal texts published from 1947 to 31 December 1957 (E/NL.1957/INDEX). These legislative texts also provide the main basis for another annual document, the summary tabulation of additions and other changes in the substances

controlled under national legislation, which the Secretary-General likewise prepares in accordance with resolution 626 C III (XXII). The document for the present session (E/CN.7/336) is based on information received during 1957 from Governments in legislative texts, in annual reports and otherwise.

78. The Commission expressed its appreciation of the usefulness of these documents. The value of the index for national administrations was stressed in that it enabled the legal position with regard to a particular drug in various countries or to one or more drugs in a particular country to be determined rapidly.

79. The Commission was informed that in Hungary a decree had been promulgated in December 1957 providing for control measures to govern the sale of narcotic drugs and for the publication of a list of such drugs. This decree also contained punitive provisions.

80. The attention of the Commission was also drawn to two of the important decisions taken by the Government of India during 1957, by which penalties had been rendered more severe and the definition of opium in the basic legislation for narcotics had been extended to include poppy capsules, whether in the original form or cut, crushed, or powdered, and whether or not the juice had been extracted. The State Governments could now frame such rules as they might consider necessary for the effective control of poppy husks.

81. Reference was also made to the severe penalties imposed on drug traffickers in Peru and to the fact that in Greece the Narcotic Drugs Monopoly alone had the right to enact legislation for the control of narcotic drugs.

82. It was noted that the laws and regulations enacted by certain States relating to the control of narcotic drugs were still missing, and it was felt that Governments of those States should be invited to send copies of such laws and regulations to the Secretary-General.

Use of non-proprietary names for narcotic drugs under international control²⁵

83. At its twelfth session, the Commission decided to request the Secretariat to study, in co-operation with WHO, the possibility of applying, for the adoption of international non-proprietary names for narcotic drugs, a procedure²⁶ that would provide for such a selection without the need of a previous world-wide inquiry in order to ascertain whether a proposed name met with objections on legal or other grounds.²⁷ The names to be selected by the new procedure would be protected in advance by treaty provisions, and their use would likewise be made mandatory. The Commission further asked the Secretariat to draft suitable provisions for inclusion in the Single Convention.

84. At its thirteenth session, the Commission examined, in the light of the new consultations that had taken

²² In this connexion, see para. 29 above.

²³ Agenda item 3 (c) E/CN.7/SR.405, 410).

²⁴ Details may be found in E/CN.7/335, paras. 71 and 72; E/CN.7/335/Add.1, paras. 71.1 and 72.1.

²⁵ Agenda item 12 (E/CN.7/SR.378, 379, 410).

²⁶ Such as that outlined in document E/CN.7/331/Rev.1.

²⁷ Report, Twelfth session, para.55, and annex III, para.9.

place between the Secretariat and WHO,²⁸ the possibility of applying such a procedure.

85. The representative of WHO confirmed the view that the system²⁹ applied at present by his organization was as good as it could be if due account were taken of the nature of the problem. An attempt to establish mandatory rules would encounter serious opposition and might jeopardize the continued functioning of the present system, which was based on the voluntary acceptance of the international non-proprietary names selected by a uniform system for all drugs whether narcotic drugs or not.

86. Several members agreed with the views of the representative of WHO. Other members, although not denying the difficulties that might be encountered in any attempt to establish a revised system,³⁰ thought the situation required improvement.

87. The Commission agreed that under the present circumstances it did not wish to recommend the adoption of a new procedure. It considered, however, that a limited application of a mandatory system was feasible, and decided that the new Single Convention should provide for the mandatory use of international non-proprietary names for narcotic drugs in written or printed offers of drugs, advertisements of every kind, including posted bills, descriptive literature used for commercial purposes, labels and wrappings, provided that the concurrent use by drug firms of their distinctive labels, trade marks and trade names should not be prohibited. It resolved that under the new treaty international non-proprietary names should be adopted by the Commission if WHO did not do so.³¹

Lists of drugs under international control³²

88. In carrying out narcotics control at the national and international levels, it is increasingly difficult to keep track of the growing number of substances that have to be supervised, especially in view of the complicated chemical names and the multiplicity of proprietary names which are often associated with a single substance. The Commission noted with satisfaction that the Secretariat had prepared two lists of drugs — a “short” list of basic drugs under international control of four pages giving basic information with regard to each drug (E/CN.7/335/Add.4), and a longer “Multilingual List of Narcotic Drugs under International Control”, giving all names known to be applied to these drugs in the working languages and many names in other commonly encountered languages (E/CN.7/341).

89. The shorter list is issued each year as a part of the report of the Division; for each drug it gives (i) the proposed or recommended international non-proprietary name and the name, if any, used in the international con-

ventions; (ii) the chemical formula; (iii) whether it is a natural substance, derived from the coca leaf or opium, or produced synthetically; (iv) when and how it came under international control; and (v) the type of control regime applying to it as on 31 March.

90. The list showed that sixty different narcotic drugs are now under international control. This represented an increase of five drugs during the past year.

91. The Commission took note of the short “List of Drugs under International Control”.

92. The “Multilingual List” is a 112-page printed document prepared in pursuance of Economic and Social Council resolution 49 (IV), which provided, *inter alia*, that the Secretary-General should undertake “the revision of the list of narcotic drugs falling within the scope of control”. It is the product of a number of years’ work, to which Governments, WHO and the United Nations have all made significant contributions.

93. The names in the Latin alphabet are given in alphabetical order, and they include chemical, customary, proprietary, and international and other non-proprietary names used for the drugs. Names used in the illicit traffic, with the exception of colloquial names, have also been given. The list is as complete as possible for names in the working languages, and names in other languages and in non-Latin alphabets, have likewise been included, although, needless to say, they cannot be regarded as exhaustive.

94. The Commission thought that the simple and compact form of the list made it particularly useful for reference purposes. In supporting this view, the representative of France mentioned that, although the illustrations and diagrams of the structural formulae had probably added to the cost, they were essential to the purposes of the list. He also stressed the importance of the list for the control of narcotic drugs at all levels, and pointed out that this was a good example of the service which international organizations could render in a highly specialized field. Many other representatives expressed their high regard for the great amount of work which this paper represented; the finished product showed that the list was well worth the time, money and effort it had required. Several representatives mentioned that it would be useful to have supplements or revisions prepared from time to time to keep the list up-to-date.

95. The Commission approved the “Multilingual List of Narcotic Drugs under International Control”, and thanked those concerned for their work in connexion with it.

Report of the Permanent Central Opium Board and Statement of the Drug Supervisory Body³³

96. The President of PCOB, Sir Harry Greenfield, introduced the Board’s annual “Report to the Economic and Social Council on its work during 1957” (E/OB/13 and Add.).³⁴ He drew attention to the fact that this was the fifth and last report of the Board then in office

²⁸ These consultations are summarized in document E/CN.7/343.

²⁹ An outline of the present system may be found in the *Official Records of WHO*, No. 60, annex 3 (pp. 55-56).

³⁰ These difficulties are further discussed in chapter XII, para. 473 below.

³¹ See annex V, article 42, paras. 3-4.

³² E/CN.7/SR.376, 405, 409.

³³ Agenda items 3 (d) and 3 (e) (E/CN.7/SR.380, 384, 386, 406).

³⁴ United Nations publication, Sales No.: 1957. XI. 3 and 1957. XI. 3, Addendum.

and that it not only reviewed the activities of 1957, but also assessed the application of the Conventions, and reviewed trends of the illicit movements of narcotic drugs during the past five years. Sir Harry pointed out that 92 per cent of the statistical questionnaires which the Board had sent to Governments with regard to the years 1955 and 1956 had been returned duly completed. As regards statistics covering raw materials, he contrasted the relatively good position as regards opium with the unsatisfactory one for coca leaf and cannabis. He concluded by drawing attention to the role that appropriate publicity played in making PCOB's work more effective.

97. The representative of Iran proposed, and the Commission decided, to address a letter to Mr. Herbert L. May, member of PCOB since its organization in 1928 and a former President of the Board, to thank him for the services he had rendered over the past thirty years and to extend to him the Commission's best wishes.

98. The question of the relationship between the licit production and the licit consumption of opium was discussed. On the one hand, it was pointed out that fears of over-production seemed unwarranted, since in 1956 production amounted to about 775 tons, while incomplete figures of the utilization and exportation by producing countries came to 887 tons. On the other hand, attention was drawn to PCOB's statement on page 12 of its report that opium stocks, which had in fact increased during the five years ending on 31 December 1956, still sufficed to meet world requirements for nearly two years. Also, the poor harvests in recent years might be followed in the years to come by good harvests, which would in that case add to stocks which were already clearly sufficient.

99. Several representatives inquired about parts of the report of special interest to them. Asked about the statement on p. 7 that "moreover there is reason to believe that opium is still being produced illicitly in some countries, presumably in remote areas beyond the reach of government authority", the President of PCOB cited Laos, the north of Thailand and certain regions of South America as the regions the Board had had in mind.

100. The PCOB had agreed that all opium-producing countries should ascertain and record in their opium statistics the moisture content of the opium. The Commission considered that the morphine content or, in its absence, the moisture content should be given with regard to opium statistics.

101. As regards the statement "Because of the difficulties inherent in the circumstances in which they are produced the primary substances do not readily lend themselves to control by means of statistics and the system is still far from being fully effective," (p. 20), the President of PCOB said that statistics for agricultural products grown by farmers over broad areas, especially as regards coca leaf and cannabis, were generally less reliable than statistics for the output of a small number of factories. Some representatives considered that synthetic narcotics presented problems of equal or greater difficulty.

102. To a question whether the reported stock of 683 kg of crude cocaine in Peru (mentioned on p. 15)

constituted a danger, the President of PCOB replied that it was held by the Government and that in such circumstances it did not seem likely that the cocaine would find its way into the illicit traffic. He had recently conferred with members of the Peruvian Government and could assure the Commission that they were keenly aware of their responsibilities in safeguarding narcotics against abuse.

103. As regards the consumption of diacetylmorphine, the representative of India wished to correct a false impression given by the reference to India on p. 14 as "a regular consumer". Consumption of this substance for medical purposes was prohibited, although a nominal quantity was being administered in government hospitals. By far the greater part of the Indian stock of diacetylmorphine had been converted into morphine at the government factory at Gazipur. At present a stock of only 4 kg remained.

104. Doubt was expressed on the practicability of the Board's suggestion (p. 9) that imported drugs should be shown for the quarter in which they were actually imported rather than that in which they passed through customs, in order to reduce the number of discrepancies between the import and export statements. The President explained that PCOB had had in mind only extended delays.

105. In response to a question whether import and export statistics for the less dangerous narcotics such as codeine were of sufficient value to warrant their collection on a quarterly basis, the President of PCOB said that the quarterly returns enabled the Board to keep much closer track over the international movement of these substances than if the figures were submitted only annually.

106. The Commission felt concern over the situation described in the Board's report as follows: "In a number of instances the discovery of new analgesics has been followed by publicity, either by manufacturers or in the Press, declaring them to be free of addiction liability" (p. 19). At the suggestion of the representative of France, the Rapporteur prepared a draft resolution (E/CN.7/L.181) by which the Commission would recommend that the Economic and Social Council should urge Governments to keep a close watch over the publicity given to new narcotics and, in particular, to ensure, as far as possible, that claims that strong analgesics were not addiction-producing were based only on careful and comprehensive clinical tests. The adoption of this draft resolution by the Council was recommended unanimously by the Commission.³⁵

107. The representative of DSB, in connexion with the Commission's review of the DSB's "Statement of the World's Estimated Requirements of Narcotic Drugs for 1958" (E/DSB/15), drew attention to the fact that this was the twenty-fifth anniversary of the establishment of that organ. He contrasted the virtual universality with which Governments now submitted estimates against the many gaps which DSB had faced in drawing up its first statement. He said that the task of DSB had been gra-

³⁵ See annex I, draft resolution I.

dually increasing over the years as a result of the appearance of new narcotics.

108. The representative of the USSR protested against the publication of estimates for the mainland of China (p. 39) which had been submitted by a Government not recognized by the USSR as the legitimate Government of China and not in control of the areas for which the estimates were made. She considered that this ran contrary to the principle of universality on which the work of DSB and of international narcotics control was founded. The representative of China replied that his Government was the legal Government of China recognized by the United Nations and was therefore the only Government entitled to submit estimates for China to DSB.

109. The representative of Yugoslavia, in connexion with the request of DSB for further information concerning his country's estimate for pethidine (p. 29), drew attention to the fact that Yugoslavia's per capita consumption was much lower than that in the United Kingdom, the United States, or in many other countries. The representative of DSB explained that the estimates were usually compared to a country's actual consumption statistics and not to those for other countries, and that the estimate in question was more than twice as high as Yugoslavia's latest actual consumption figure. In cases of such sharp increase in estimates, the DSB felt that it was useful to be informed of the reasons.

110. The representative of India reported that a new procedure had been set up in his country for drawing up and reviewing estimates for narcotic drugs. The estimates of individual licensees were received by the state excise authorities by January of the preceding year and forwarded to the State Drug Control authorities concerned for review. The latter examined them from the medical and health point of view and prepared a statement showing the requirements of the State and the allotment made to each licensee, which was forwarded to the Drugs Controller (India) by the end of April. The Drugs Controller (India) further examined the estimates of each State and forwarded the final estimates in respect of various States to the Narcotics Commissioner for India, so as to reach him by the end of June. The Narcotics Commissioner in turn consolidated the all-India figures and submitted them to PCOB before the due date — i.e., 1 August. Thus the estimates were being scrutinized and examined by the state excise authorities and also by the expert medical authorities.

111. The Commission was sorry to learn that many countries were not carrying out fully the estimate system set forth in the 1931 Convention and that defective estimates still constituted a problem.

112. At the suggestion of the representative of France, the Rapporteur prepared a draft resolution by which the Commission recommended that the Economic and Social Council should (i) urge all Governments to indicate, when they sent in their estimates, the method they had used in calculating them; (ii) remind all parties to the 1931 Convention that they had undertaken to furnish the explanations that might be required by DSB; and

(iii) draw attention to the frequently encountered defects in consumption and stock estimates mentioned in sections IV, 3 and 4, of the DSB's 1958 statement. The adoption of this draft resolution by the Council was recommended unanimously by the Commission.³⁶

113. The Commission wished to express its appreciation to the retiring members of the present PCOB and DSB for the very useful reports and statements which they had submitted during their term of office.

Appointment of a member of the Drug Supervisory Body³⁷

114. Under article 5, paragraph 6, of the 1931 Convention, the Commission appoints one member of DSB.

115. In document E/CN.7/349, the Secretary-General referred to resolution 667 H (XXIV), by which the Economic and Social Council expressed its agreement with the desirability of ensuring to the greatest possible extent close liaison and a personal union between PCOB and DSB, and invited WHO, the Commission and PCOB, in the furtherance of these objects, to consider appointing to DSB persons who were members of PCOB. He also indicated that WHO had appointed as members of DSB two persons who were among the eight members elected to PCOB by the Council in 1957.

116. A vote taken by secret ballot produced the following result:

Number of members voting	14
Number of ballot papers	14
Invalid ballots	1
Number of valid ballots	13
Required majority	8

Number of votes obtained:

Mr. Vaille (France)	8
Mr. May (U.S.A.)	5

117. Having obtained the required majority, Mr. Vaille (France) was declared elected as the Commission's appointee to DSB.

Question of prolongation of term of office of member of the Drug Supervisory Body appointed by the Commission³⁸

118. In document E/CN.7/337, the Secretary-General transmitted to the Commission a letter from DSB drawing attention to the desirability of arranging that new members should enter office on the eve of the first session of DSB in 1958. The Commission agreed with this suggestion and extended the term of office of its present appointee to DSB, Mr. C. H. L. Sharman, until 31 May 1958.

Report of the Expert Committee on Addiction-producing Drugs of the World Health Organization³⁹

119. The representative of WHO introduced the eighth report of the WHO Expert Committee on Addiction-producing Drugs (E/CN.7/340), which had met in

³⁶ See annex I, draft resolution III.

³⁷ Agenda item 3 (f) (E/CN.7/SR.381, 406).

³⁸ Agenda item 3 (g) (E/CN.7/SR.381).

³⁹ E/CN.7/SR.377, 384, 409.

Geneva from 14 to 19 October 1957. He reviewed some of the principal points covered in the report, such as the excessive publicity given to new narcotics, the value of nalorphine for the diagnosis of addiction, the Committee's decision not to accede to the requests for exemption from international control made by Sweden in respect of the dextro isomer of methadone, by Italy in respect of the preparation "Ticarda" (which contains normethadone) and by the United States in respect of propoxyphene.

120. In the Committee's opinion several of the new narcotics had received too much publicity, without sufficient emphasis of the risks they entailed, notably the risk of producing addiction during therapeutic treatment; dextromoramide was cited as a recent example. Nalorphine, useful as a means of diagnosing addiction, had none the less to be used with caution. In so far as dextromethadone, "Ticarda" and propoxyphene were concerned, the Committee had felt that it had not yet been proved that they were not addiction-producing.

121. Amplifying the information contained in the Committee's report on the subject of "tranquillizing" drugs, the representative of WHO stated that such drugs induced a psychic dependence, which might have harmful effects and, if used excessively over a long period, might even lead to addiction.

122. He also mentioned the experiments made on animals for the evaluation of addiction liability, and pointed out that a method had been developed for screening new drugs for their addiction-producing effects by tests on monkeys.

123. The representative of WHO drew attention to the suggestion for establishing an addiction information centre, which might be of assistance to research workers concerned with the various medical problems of drug addiction.

124. The Commission showed great interest in the report of WHO and in the statement of the representative of that Organization. Except as regards the question of levomoramide, covered in the section immediately following, the points discussed by the Commission in connexion with its examination of the report of the Expert Committee are covered in the following paragraphs.

125. The Commission agreed with the Expert Committee that publicity for new narcotics which failed to point out the risks inherent in their use, and in particular their liability to produce addiction, was dangerous. One opinion expressed was that the only solution to this problem was to prohibit all such publicity. Reference was made in this connexion to measures provided in the new Public Health Code of Mexico, which prohibited both the advertising of certain medicaments and references to their therapeutic qualities and methods of use, with a view of avoiding self-treatment, which represented a serious threat to public health. In the United Kingdom, certain limits on the publicity given to narcotic drugs had been established after consultation with drug manufacturers and the advertising of drugs available only on prescription was restricted to medical publications.⁴⁰

⁴⁰ This question has already been mentioned, and the terms of a draft resolution proposed for adoption by the Economic and Social Council are set out in para. 106, above.

126. With reference to nalorphine, the Commission recognized the desirability both of developing a strong analgesic which would not be addiction-producing and of investigating the possibility of facilitating addiction diagnosis by means of a substance antagonistic to morphine and other addiction-producing drugs. The value which such a substance could have for detecting cases of relapse among former addicts was pointed out.

127. As regards tranquillizing drugs and barbiturates, reference was made to the high consumption of tranquillizers in certain countries and to the need for WHO to watch the situation closely. The Commission was informed of the measures taken in the Egyptian province of the United Arab Republic to give warning of the dangers of the use of such drugs and to regulate their sale, which could be made only on a medical prescription. The labels on the containers must state the nature of the drug and the dangers involved in its repeated and large-scale use. The sale of barbiturates was also controlled and subject to medical prescription. Pharmacists had to keep a register of receipts and issues of those products and retain the prescriptions, which might be checked by an inspector. Reference was also made to the strict measures of control to which barbiturates were subjected in the USSR and in Yugoslavia. The representative of WHO concurred in the view that tranquillizers and barbiturates should not be sold except against a medical prescription.

128. The Commission also expressed interest in animal experiments for evaluation of addiction liability which were taking place in the United States. Their value as an initial screening procedure was stressed and the results achieved were regarded as encouraging. It was felt that it would be useful to compare the effects of certain drugs on monkeys and on men. It was also suggested that the experts who had worked in this field might publish articles on the result of their work in the *Bulletin on Narcotics*.

129. The hope was expressed that an addiction information centre would soon be established, which would collect relevant data on cases of addiction resulting from the therapeutic use of drugs. Reference was made to the particular value of the study on addiction to pethidine in the United States, which had been annexed to the fifth report of the WHO Expert Committee.⁴¹ The representative of WHO stated that his organization would consider the possibility of arranging for further studies of this kind.

130. The Commission also discussed the question of a revision of the list of exempted preparations, the advisability of which had been stressed by the Expert Committee. The opinion was expressed that, however desirable this might be in theory, it would be difficult in practice to revise the list at the national level, and even more difficult at the international level. In this connexion, it was observed that in most countries medical practitioners were free to prescribe any preparations they might choose even if they were no longer listed in pharmacopeias and that, moreover, certain modern proprie-

⁴¹ WHO *Technical Report Series*, No. 95.

tary medicines included obsolete preparations in their composition. The representative of WHO remarked, however, that although new products were subject to very rigorous examination, various obsolete preparations, some of which possibly constituted a danger to public health, were still included in the list. An effort should therefore be made towards improvement.

131. There was further discussion on whether propoxyphene should or should not be under international control. In 1956, WHO had placed this drug under the control provided for drugs in group II of article 1, paragraph 1, of the 1931 Convention. The representative of the United States said that group II had been reserved for drugs which in 1931 were not regarded as addiction-producing, such as codeine and dionin, but could be converted into addiction-producing substances. The convertibility of propoxyphene had never been shown, and the United States, which had not yet placed the drug under national control, was therefore in further consultation with WHO.

132. The representative of the United States acknowledged that certain findings had been made to the effect that propoxyphene did have some addiction-producing properties, but that these were substantially less than those of codeine. The opinion was expressed that if propoxyphene was, for practical purposes, not addiction-producing, it might be valuable in replacing narcotics in the treatment of coughing.

133. The Commission paid high tribute to the important contribution which WHO, and particularly its Committee on Addiction-producing Drugs, continued to make to the international control of narcotic drugs.

Decision to place levomoramide under provisional international control ⁴²

134. The representative of WHO explained that, although only the dextro isomer of this drug had been formally notified under the 1948 Protocol, the Committee on Addiction-producing Drugs had concluded that, unless and until there was evidence to the contrary, the levo isomer should also be considered addiction-producing. The Committee had therefore recommended—it could take no binding action without a notification—that it be placed under control.

135. The Government of France, under article 1 of the 1948 Protocol, addressed to the Secretary-General a notification on levomoramide. The Secretary-General communicated this notification to Governments on 5 May 1958.

136. The representative of France proposed that the Commission should place levomoramide under provisional international control, pending the decision of WHO concerning it, under article 2 of the 1948 Protocol.

137. At its 392nd meeting, on 12 May 1958, the Commission unanimously adopted the French proposal and placed levomoramide under provisional international

control—i.e., the measures applicable to drugs specified in group I of article 1, paragraph 2, of the 1931 Convention, provisionally apply to levomoramide.

Control of normethadone ⁴³

138. Normethadone, one of the new synthetic narcotics, came under international control in 1954. In reviewing the report of PCOB (E/OB/13), the Commission was struck by the following sentence: "consumption figures on normethadone are incomplete because the Federal Republic of Germany, which must be the largest consumer of this drug, has not brought it under the national control applying to narcotic drugs and has so far only declared its 1956 production" (p. 16). In 1956, 1,571 kg of normethadone had been manufactured in the Federal Republic.

139. The opinion was expressed that this situation constituted a dangerous gap in international narcotics control. In particular, normethadone had been imported into Yugoslavia without the safeguards of the import certificate and export authorization system coming into play, and the Yugoslav authorities had learned of this belatedly through information furnished by PCOB. The feeling was widespread that when one country, and especially a manufacturing country, did not control a drug, successful control everywhere was jeopardized.

140. The observer from the Federal Republic of Germany replied that his Government possessed evidence that normethadone was not as dangerous a drug as morphine, and that the preparation "Ticarda", after ten years of use in medicine, did not lead to addiction. ⁴⁴ He therefore contested the finding of WHO, in its "Study on the Potency, Side Effects and Addiction Liability of Synthetic Narcotics" (E/CN.7/325) that the addiction-sustaining dose of normethadone equalled that of morphine and that the drug might thus be regarded as equally dangerous. As regards the international trade aspect, he pointed out that nothing prevented countries from requiring importers to obtain import certificates. Furthermore, arrangements had been made with the German manufacturer to obtain data on export of normethadone for transmission to PCOB.

141. At the request of the representative of France, and on the basis of a formal decision taken by the Commission, the Rapporteur prepared a draft resolution for adoption by the Economic and Social Council, by which the Council would be asked to draw the attention of the Federal Republic of Germany to the desirability of placing normethadone under its national narcotics control machinery, pending its adherence to the 1948 Protocol, and urging all countries that had not yet done so to place normethadone under national control (E/CN.7/L.182).

142. The representative of the United Kingdom thought the Commission's aims would best be served

⁴³ E/CN.7/SR.380, 389, 410.

⁴⁴ A decision by the WHO Expert Committee on Addiction-producing Drugs to reject a request by the Government of Italy that "Ticarda" should be exempted from international narcotics control is mentioned in para. 119 above.

⁴² Agenda item 3 (i) (E/CN.7/SR.375, 377, 384, 409).

by a resolution couched in general rather than specific terms. He proposed a series of amendments (E/CN.7/L.188) whereby the reference to the Federal Republic of Germany would be deleted, and the second operative clause amended to read that the Council "urges all countries that have not yet done so, and in particular such countries as are manufacturing and exporting normethadone, to place that drug under national control". Since there was general acceptance of the view of the United Kingdom representative, the amendments were adopted.

143. It was also proposed that the resolution should be in the name of the Commission rather than in that of the Council, but the opinion was expressed that this change would weaken its effectiveness. This proposal was therefore withdrawn.

144. The Commission unanimously recommended that the Council adopt the draft resolution, as amended.⁴⁵

145. The observer from the Federal Republic of Germany assured the Commission that a Bill providing for his country's adherence to the 1948 Protocol was before the legislative bodies, and although its passage had been delayed by the urgency of other measures, he expected that the action would be completed very soon. Almost all synthetic narcotics were already under control in the Federal Republic.

Control of nicophine (Vilan) ⁴⁶

146. The representative of Austria reported to the Commission that a new derivative of morphine had been found in clinics and hospitals to be very promising for medical use. This drug was commercially available in the form of preparations under the trade name of Vilan, and nicophine had been suggested as its international non-proprietary name. Its discoverers had synthesized the monohydrochloride of morphine-dinicotinic acid ester by esterification of morphine with nicotinic acid. The compound was soluble in water, and a one per cent aqueous solution could be easily sterilized and was stable.

147. Tests on mice showed that the analgesic effect was excellent, and more rapid in onset and longer-lasting than with morphine; after administering the drug over a period of fourteen days the analgesic effect had not diminished.

148. Reports from clinics and hospitals received thus far had indicated that nicophine was effective in the treatment of severe and chronic pain and that its effect remained constant throughout prolonged administration, no increase of the dosage proving necessary. No unpleasant local irritation had been observed, and side-effects such as nausea, vomiting, etc., were virtually absent. Even after prolonged administration, no euphoria had been observed, nor had there been any report of abstinence symptoms. A final verdict on whether or not nicophine was addiction-producing had to await its medical use on a larger scale and over a longer period.

⁴⁵ See annex I, draft resolution II.

⁴⁶ E/CN.7/SR.400, 412.

149. The Commission noted that nicophine fell under the provisions of control which are provided for drugs enumerated in group I of article 1, paragraph 1, of the 1931 Convention. The Government of Austria had notified the Secretary-General of the manufacture of this drug. The representative of Austria stated that the regular narcotics control measures were being applied to nicophine in his country and that detailed data on its chemical and pharmacological properties and on the clinical tests were being assembled and would be forwarded to the Secretary-General.

150. The Commission was most interested to learn whether nicophine had addiction-producing properties or not, and hoped that tests to determine this might be carried out at the United States Public Health Hospital at Lexington, Kentucky.

Universal Postal Union ⁴⁷

151. The Commission noted with satisfaction that the Universal Postal Congress which met at Ottawa in August to October 1957 had adopted amendments to article 108 of the Regulations of Execution of UPU, as had been suggested by the Commission. The list of prohibited objects published by the International Bureau of UPU will thus henceforth include "the narcotic drugs covered by the multilateral narcotics treaties".

Carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight ⁴⁸

152. At the request of the Secretary-General of ICAO ⁴⁹ this question was included in the agenda of the resumed twenty-fourth session of the Economic and Social Council, and the Council referred it to the Commission for action and report. ⁵⁰

153. The present position is that, in accordance with the relevant provisions of the Convention on International Civil Aviation signed at Chicago on 7 December 1944, the ICAO Council had recommended that all aeroplanes should be equipped on all flights with a first-aid kit containing, *inter alia*, a narcotic drug (annex 6, chapter 6.2 to the Convention). The extent to which the provisions of the 1925 Convention governing international trade in narcotic drugs cover this situation remains to be studied.

154. The question had come to the attention of the Council and the Air Navigation Commission of ICAO as a result of legal difficulties arising from the carriage of narcotic drugs aboard aircraft and reported to that organization by one of its members (France). ⁵¹ The Council of ICAO had subsequently decided to invite WHO, as well as the United Nations, to study the related legal and medical problems. ⁵²

⁴⁷ E/CN.7/SR.375, 410.

⁴⁸ Agenda item 3 (h) (E/CN.7/SR.377, 378, 384, 392, 397, 407, 412).

⁴⁹ E/3054, pp. 1-2.

⁵⁰ *Official Records of the Economic and Social Council, resumed Twenty-Fourth Session, Supplement No. 1A* (E/3048/Add.1), p. 1.

⁵¹ The text of the French observations appears in E/CN.7/344, annex 5, appendix A.

⁵² E/3054 and annex; E/CN.7/344, annex 6, p. 1.

155. In considering this question, the Commission had before it a background paper (E/CN.7/344) which set out in detail the treaty provisions governing narcotics in aircraft first-aid kits, the observations of Governments obtained by ICAO regarding various aspects of this problem, and a list of the questions which the Commission might wish to consider in connexion with the request of ICAO.

156. The representative of ICAO explained that the Secretary-General of the Organization had considered the present time, while the Single Convention for narcotic drugs was under discussion, a suitable moment for raising this question. If the Commission agreed with ICAO that a provision arranging for narcotics to be carried in aircraft first-aid kits should be inserted in the Single Convention, he felt that an expert committee might work out the details.

157. This question is a many-sided one, and the Commission discussed both its medical aspects and its legal and control aspects. It noted that most Governments had expressed themselves in favour of narcotic drugs forming part of the emergency medical equipment aboard aircraft, but that there were other medical questions on which it would be useful to have the guidance of WHO. For example, it had to be decided which narcotics were needed and in what quantities, and in what circumstances and by whom they should be administered to passengers. Some of these medical questions were closely connected with the recommendations that would have to be made with regard to control measures for safeguarding these narcotics.

158. The representative of WHO hoped that it would be possible to obtain the medical opinions needed in time for the Commission's fourteenth session, although if experts had to be consulted it might take longer. In reply, the urgency of the matter was stressed, and each country was urged to furnish as much information as might be available to help WHO in its task.

159. Many representatives also felt that action was needed to cover the period before the Single Convention came into effect. Doubts were expressed as to the legality of the carriage of narcotics in aircraft first-aid kits under the provisions of the 1925 Convention governing international trade, and it was felt that, if proper safeguards were not established, the emergency supplies aboard aircraft might be stolen or misused. Some representatives considered that immediate stop-gap measures might be recommended to Governments by the Council, and that consultations could meanwhile go forward among the four international organizations principally concerned — ICAO, ICPO, WHO and the United Nations — on a draft set of rules to govern this question. Others considered that immediate action was unnecessary and that further information should first be obtained.

160. The Commission decided, by 5 votes to 1, with 7 abstentions, to set up a working group to formulate stop-gap measures for regulating the movement of narcotics in aircraft first-aid kits. The representatives of Iran, the United Arab Republic and the United Kingdom,

and the representatives of ICAO, WHO, ICPO and the Secretary-General were appointed to participate in this working group.

161. The working group held two meetings on 5 and 6 May 1958 under the chairmanship of Mr. Green (United Kingdom). The group prepared and submitted to the Commission a draft resolution (E/CN.7/L.184) by which the Council would recommend Governments to take all necessary measures to prevent the misuse and diversion for illicit purposes of narcotic drugs carried in first-aid kits of aircraft engaged on international flights, in particular by ensuring (i) that such drugs were kept in sealed or locked containers to which only authorized persons had access; (ii) that adequate records of supply and use, and of stocks, of narcotic drugs were maintained by the airline companies concerned; and (iii) that such records and stocks were subject to regular inspection.

162. In introducing the resolution, the Chairman of the working group explained that it had been drafted in general terms since there were many outstanding problems which had to be settled. Its purpose was mainly to draw the attention of Governments to the question and to suggest certain elementary precautions which might be taken to prevent misuse.

163. The opinion was expressed, however, that this resolution was premature since it had still to be established whether narcotic drugs were actually required aboard aircraft, and expert advice was needed on such related questions as the qualifications of persons to administer them and safeguards against their diversion.

164. The Commission decided, by 11 votes to 1, with 1 abstention, to recommend the draft resolution for adoption by the Economic and Social Council.⁵³

165. As regards the establishment of rules governing the carriage of narcotic drugs in aircraft engaged in international flight, the Commission decided, by 12 votes to none, with 1 abstention, that this task should be referred to WHO and carried out in co-operation with ICAO and the United Nations secretariat and in consultation with ICPO. The Rapporteur was asked to formulate a recommendation, in the name of the Economic and Social Council, which would embody the specific points with which those organizations would be asked to deal. The representative of WHO stated that his Organization would give medical advice but could not undertake any responsibility for the actual drafting of the provisions.

166. In accordance with this decision, the Rapporteur prepared and submitted five operative clauses (E/CN.7/L.204) which were accepted by the Commission, and added to the draft resolution approved by the Commission (see para. 164 above). Under these clauses the Council would (i) invite WHO to study the medical aspects of this question and to report thereon to the Secretary-General as soon as conveniently possible; (ii) request the Secretary-General to invite the views of ICPO on the safeguards which should be taken to prevent

⁵³ See annex I, draft resolution IV.

the diversion of such drugs for illicit purposes; (iii) request the Secretary-General to prepare a draft set of rules in the light of the report received from WHO and in consultation with the secretariats of ICAO and WHO; (iv) invite the Commission to consider the draft rules and to advise the Council whether the rules, modified as the Commission might consider appropriate, should be recommended to Governments for application; and (v) request the Secretary-General to prepare a legal opinion on the carriage of narcotic drugs in the first-aid kits of aircraft engaged in international flight in the light of the provisions of chapter V of the 1925 Convention, for submission to the Commission at its fourteenth session.

167. The Commission was also in agreement that control provisions for the carriage of emergency supplies of narcotics aboard aircraft should be included in the proposed Single Convention, although several representatives felt it would be desirable to have more time to decide exactly what those provisions should be. Several views were expressed on whether these provisions should be detailed or general in character, and whether they should be drafted immediately or later. It was felt that this provision might risk making the Convention less acceptable to some countries. It was also suggested that any provisions to be drafted should be broadened to include ships and railway trains, for which similar problems existed.

168. The Commission decided, by 11 votes to 1, with 2 abstentions, that a clause on the transport of narcotics in the first-aid kits of aircraft, railway trains and ships should be included in the Single Convention. Representatives who abstained or voted in opposition said they were not opposed in principle, but felt that the Commission's action was premature.

169. The Commission then decided, by 12 votes to none, with 2 abstentions, to ask the Secretariat to prepare a draft text for inclusion in the Single Convention which could be reviewed and evaluated by the international organizations concerned.

170. The Secretariat accordingly prepared draft provisions (E/CN.7/L.189) for inclusion in the Single Convention, governing the carriage of narcotic drugs not only by aircraft, but also by ships and railway trains.

171. The Commission decided to accept this text without change, but wished to state that it constituted a provisional draft which might have to be revised after the opinions of WHO and the other organizations concerned became available. It would thus appear in the final proposed text of the Single Convention in square brackets.⁵⁴

172. At the request of the representative of the United States, a footnote stating that he considered the inclusion of this article as premature was attached to the treaty text.⁵⁵

Reports of the Permanent Anti-narcotics Bureau of the League of Arab States⁵⁶

173. During the meetings of the Commission's Committee on Illicit Traffic, the question had been raised

whether the reports of the Permanent Anti-narcotics Bureau of the League of Arab States were founded on official information from the countries concerned. For many years, the Bureau had submitted to the Secretariat an annual report on the illicit cultivation of narcotic-bearing plants, on the illicit traffic in narcotics, and on the steps being taken to counter these activities in a large number of Middle Eastern States. The Secretariat had, with the approval of the Commission, circulated these reports to members of the Commission and to the other Governments mentioned therein.

174. A summary of the discussions which took place in the Committee on Illicit Traffic may be found in chapter III, paragraphs 188 and 246-247, below.

175. This question was again raised when the Commission met in plenary session. The representative of Turkey pointed out that, although his country was not a member of LAS, it had not refused, two years earlier, to co-operate with the Permanent Anti-narcotics Bureau. However, Turkey could not accept present procedures whereby information concerning his country was gathered from sources which were described as "authorized" but which, in fact, were not official; the LAS report contained data regarding Turkey which could best be characterized as inexact. Countries that were not members of LAS should have an opportunity of checking the accuracy of all reports which concerned them directly.

176. The observer from the Lebanon stated that the visits of the observer from LAS to his country had been private, and that the consultations the latter had held there had been unofficial. Therefore, he had no right to submit a report on the Lebanon. Furthermore, the report of LAS contradicted in places the official annual report prepared by his Government.

177. He emphasized that there could be no objection to the observer from LAS participating in the work of the Commission. In the past, however, when many countries had not furnished official information and were not represented around the table, the information collected by the Permanent Anti-narcotics Bureau had perhaps had a certain usefulness; the situation was now quite different, and he urged the Commission to revise its procedure accordingly.

178. The observer from LAS recalled that he had been placed in charge of the work of the League's Permanent Anti-narcotics Bureau and that he had been entrusted with the responsibility of submitting reports on narcotics control in member States to the High Council of LAS. Copies of these reports had been forwarded to all League members.

179. As regards the comments of the observer from the Lebanon, he was aware that the Ministry for Foreign Affairs of that country had challenged one of his reports and, since the Lebanon was a member of LAS, he proposed that the Bureau and the Ministry should continue their correspondence on this question. He agreed that, in future, the reports of the Bureau should only include data on member States of LAS, and undertook to make direct contact with other States for which he had received information.

⁵⁴ Article 43 *bis* (see annex V, below).

⁵⁵ *Ibid.*

⁵⁶ E/CN.7/SR.375, 376, 378, 381 and 411.

180. The representative of the Secretary-General recalled that the Commission had taken the initiative⁵⁷ in having an observer from LAS attend its future sessions in line with similar action taken by the General Assembly and the Economic and Social Council in respect of their own sessions. The Permanent Anti-narcotics Bureau had forwarded reports to the Secretariat, and it had become the established and accepted practice to give these the limited distribution mentioned in para. 173, above. If the Commission wished this procedure to be altered in any way, the Secretariat should be instructed accordingly.

181. The Commission established a committee, composed of the representatives of Austria, Canada, France, Turkey and the United Arab Republic, together with the observers from the Lebanon and LAS, to examine this question more closely. Mr. Özkol (Turkey) was chosen as Chairman of the Committee, which met on 30 April 1958.

182. The Chairman reported to the Commission that the Committee had reached full agreement. The Permanent Anti-narcotics Bureau of LAS should continue to address its report to the Commission, but without mention of States not members of LAS. Whenever it possessed information with regard to such States, it should transmit it to the competent national authorities,

⁵⁷ Report, Eleventh Session, para. 96.

and arrangements to carry this out as regards Turkey had been made. In so far as information relating to member States of LAS was concerned, the Committee noted that the procedure to be followed did not fall within its competence but within that of LAS: however, it ventured to recommend that information submitted should be approved in advance by the Governments concerned.

183. The Committee unanimously proposed the adoption by the Commission of a draft resolution on this question (E/CN.7/L.176). Under this resolution, the Commission would (i) recommend the Economic and Social Council to invite the Permanent Anti-narcotics Bureau of LAS to be represented at the annual sessions of the Commission; (ii) recommend that all facts reported to the Commission should be based on concrete evidence; (iii) recommend that comments relating to a member of LAS should be approved in advance by the country concerned if it had so requested; and (iv) emphasize the value of documentation aimed at co-ordinating the efforts of the different States in their struggle against drug addiction.

184. The Commission decided that the invitation to the Permanent Anti-narcotics Bureau should be extended in its own name and, with this amendment, adopted the draft resolution by 12 votes to none, with 2 abstentions.⁵⁸

⁵⁸ See annex II, Commission resolution IV.

CHAPTER III

ILLICIT TRAFFIC⁵⁹

Introduction

185. The Commission observed that, in accordance with its decision taken at the twelfth session,⁶⁰ the Committee on Illicit Traffic, consisting of the representatives of Canada, Egypt, France, India, Iran, Mexico, Turkey, the United Kingdom, and the United States, had met in closed session at Geneva on 23 April 1958. The Committee elected Mr. Hossick (Canada) as Chairman and Mr. Ismail (United Arab Republic) as Vice-Chairman. The Committee continued to meet after the opening of the Commission on 28 April and held a total of ten meetings on 23, 24, 25, 30 April and 1, 2 and 5 May 1958.

186. Observers from Greece, Israel, Japan, Laos, Lebanon, Morocco, Switzerland and Thailand attended the Committee's meetings. Observers from ICPO and the Permanent Anti-narcotics Bureau of LAS were also present.

187. The Committee and the Commission recorded their appreciation of the work of ICPO for 1957 as presented in the report of that Organization (E/CN.7/348),

and of the assistance and information made available by Mr. Nepote, its representative. The Commission also observed with approval that there was close co-operation between the Secretariats of the United Nations and ICPO.

188. The Committee and the Commission wished to record their appreciation of the presence of Mr. Safwat, who had placed his wide experience and knowledge at their disposal. In connexion with the note⁶¹ on the illicit traffic transmitted by the Director of the Permanent Anti-narcotics Bureau of LAS, the representative of Turkey observed that information therein on the illicit traffic in his country had not been obtained from Turkish authorities, who alone were competent to provide it. He refuted categorically the right of LAS to present a report concerning Turkey, which was not a member of the League. Consequently, the representative of Turkey rejected the report and invited the Permanent Bureau, in conformity with the resolutions already adopted by the Commission at its ninth and tenth sessions and confirmed by the Economic and Social Council, to get into touch with the competent Turkish authorities and to furnish

⁵⁹ Agenda item 4 (E/CN.7/SR.390, 392, 407).

⁶⁰ Report, Twelfth Session, para. 83.

⁶¹ Distributed to members of the Commission and to the States mentioned therein.

concrete facts and information in order to secure efficient co-operation. Information of a general nature which was not based on any concrete fact or on any of the elements necessary to combat the traffic could only give rise to useless discussion. In reply, Mr. Safwat mentioned that, in one instance, there had been correspondence with the Turkish authorities and he assured the representative of Turkey of the fullest co-operation in this matter. The representative of Turkey informed the Commission that his Government had indeed received a letter from the Bureau of LAS in which allusion had been made to the possible existence of clandestine laboratories manufacturing diacetylmorphine. Inquiries carried out by the Turkish police had not produced any results, since the information contained in the letter was very vague. His Government had, in its reply, underlined its desire to collaborate in the fight against the illicit traffic, but on condition that it received precise indications and proof and not mere allegations. The observer from the Lebanon pointed out that, in conformity with articles 21 and 23 of the 1931 Convention, only Governments were qualified to present reports concerning their country. He refused to discuss the note presented by the Bureau of LAS, which contained only personal deductions without any foundation. He emphasized that the reports of the Lebanese Government were the only ones that contained valid information for the use of the Committee and the Commission. The representative of Iran was also of the opinion that the work of the Committee and the Commission should be mainly based on official information submitted by Governments.

189. The Commission expressed its gratitude for the assistance and information made available to the Committee and the Commission by the observers who were present at its meetings. On previous occasions the Commission had stressed the need for close international co-operation in the fight against the illicit traffic, and it would be expected that Governments would seriously consider repeated invitations to send observers to participate in its work. The lack of official information from several countries, coupled with the absence of an observer at the relevant meetings, had much hampered the work; the Commission again expressed the hope that in future better co-operation would be forthcoming from the Governments concerned.

190. The representative of the USSR invited attention to the statements of the representative of the United States in paragraphs 196 and 234 below which referred to "the smuggling of diacetylmorphine from mainland China towards the United States". In this connexion, she mentioned that there had apparently been no consultation with the Government concerned; this was not in accordance with the resolutions already adopted by the Commission at its ninth, tenth and twelfth sessions. The representatives of Hungary and Yugoslavia wished to be associated with this point of view. In reply, the representative of the United States stated that the criticism directed against his Government was groundless, as the seizures referred to had been reported to the Government of China recognized by the United Nations as a whole, including the Economic and Social Council.

191. The representative of China mentioned that it appeared from the reports of PCOB (E/OB/13) and of the Committee on Illicit Traffic (E/CN.7/L.170) that there was still a heavy traffic in opium, morphine and diacetylmorphine in the Far East. It was known that in 1950 the communists on mainland China had offered 500 tons of opium for sale on the world market, and it was clear that they were still engaged in the illicit traffic in opium and opiates, an activity for which they should be universally condemned. The representative of the USSR, supported by the representative of Hungary, stated that the groundless assertions of the representative of the Taiwan authorities constituted an insinuation, the purpose of which was to slander the People's Republic of China and which could not be construed as anything but an attempt to use a technical commission of the Council for unworthy political purposes.

Review of the Illicit Traffic

I. SALIENT FEATURES

192. It has been observed for the past several years that the establishment of a network of international treaties relating to the control of narcotic drugs, and the sense of responsibility displayed by Governments in carrying out their obligations in this regard, has throttled to vanishing point the broad stream from licensed trade which once fed by innumerable leakages the underground stream of the illicit traffic. The latest report⁶² of PCOB has again drawn attention to this fact in the following terms: "One of the effects of the controls introduced by the 1925 and 1931 Conventions has been to reduce almost to vanishing point the possibility of addicts obtaining drugs from licit sources and, while there are still great numbers of addicts throughout the world, they are now obliged to look rather to sources which are, in the main, outlawed". The Commission reviewed the information made available to it on the illicit traffic in 1957, and confirmed that the traffic in drugs was almost entirely supplied from clandestine sources in respect of both manufactured and natural drugs. It was generally recognized that there were inherent difficulties in estimating the quantities of drugs flowing into the illicit traffic on the basis of seizures. Enforcement officers were wont to regard seizures of drugs as constituting only 20 per cent of the actual traffic. The representative of the ICPO observed that in the case of diamonds or gold the percentages of seizures to the actual illicit traffic were probably much lower; however, it was difficult to make evaluations, taking into account several contributory factors. The Commission agreed that such assumptions in respect of the traffic in drugs might even be misleading as it was impossible to gauge the effects of several factors involved—e.g., the efficiency of enforcement authorities, the activities and ingenuity of traffickers, the size of the illicit demand, etc.—and in any case the situation was different with different types of drugs. At times, investigations were carried out for a number of years before conclusion of the case. Although complete returns were lacking and despite

⁶² E/OB.13, p. 20.

the significant gaps in the total picture of the illicit traffic for 1957, the large quantities in a number of seizures seemed to indicate that the flow of the traffic in opium and the opiates, and cannabis, continued at a high level. The Commission was deeply concerned at the human suffering and misery that was bound to result from the persistence of such a heavy traffic.

193. The illicit traffic in narcotics is many-sided and complex; traffickers are known to operate several lines of drug traffic and often engage in different forms of criminal activity. Members of the Commission and the representative of ICPO confirmed that close links existed between the drug traffic and currency counterfeiting, the white slave trade, the traffic in precious metals and stones, etc.; a disquieting feature was the armed resistance by traffickers in a number of instances which indicated a growing boldness in this form of lawlessness. In a number of important investigations carried out during the year, international gangs or "rings" were tracked down at the risk of grave danger to the agents making the investigations. The Commission has previously commented upon the extremely difficult and dangerous task that confronts enforcement authorities in keeping track of major traffickers or in collecting evidence sufficient to lead to their conviction. It observed with approval that, despite this, several successful cases against important traffickers had resulted during the year in severe sentences of imprisonment.

194. The highly organized nature of the traffic, the considerable financial backing that was apparent in a number of cases, and the ease and flexibility with which international traffickers moved from country to country were again in evidence this year. As an illustration of the activities of international traffickers, the Commission referred to a case reported separately by the Governments of Italy,⁶³ Switzerland⁶⁴ and the United States.⁶⁵ In July 1957, Swiss authorities arrested Mehmet Hattatoglu, a Turk; Enzo Berti, an Italian, Otto Hermann, Hans Schlegel and Joseph Keiser, Swiss; four Swiss women were also arrested as possible accomplices. Investigations carried out revealed that at least 35 kg of morphine base were smuggled to Milan from Istanbul. The quantity brought was probably very much greater. The contraband was smuggled into Switzerland in suitcases with double bottoms by Hermann, Keiser and Schlegel, who made the journey mostly by aeroplane. Female companions were engaged in Zurich on repeated occasions; tickets, daily allowances and all expenses paid; and the above-mentioned suitcases provided. They must have carried 4 to 5 kg at a time to Milan. There, the morphine base was delivered to Constantino Gamba and Enzo Berti, both of whom were well known as traffickers since 1953. According to statements made by the arrested persons, the morphine base was converted into diacetylmorphine in the laboratory of "Dr." Gamba; Hattatoglu was the supplier; the three Swiss acted as intermediaries and carriers; and the Gamba/Berti group

converted the morphine base into diacetylmorphine and also acted as financiers. This gang of traffickers was reported to have sold diacetylmorphine in successive deliveries to a group of traffickers headed by Francesco Saverino and Francesco Pirico, both of Milan, who arranged to have it despatched via Genoa to the United States. Gamba, Saverino and Pirico could not be arrested and are still at large.

195. In August 1957, undercover operations carried out in conjunction with United States narcotic agents in Italy led to the arrest of three Italian traffickers and the seizure of a kilogramme of diacetylmorphine. One of them, Armando Fiume, admitted having previously bought narcotics from Enzo Berti at Milan. The diacetylmorphine seized was part of the last lot produced by the Berti gang and sold to an unidentified French buyer. Italian police later arrested three more Italian traffickers and a French trafficker, Augustin Giraud, known as "Le Grand Giraud", alleged to be the French source. Paraphernalia for counterfeiting French money and various firearms and burglary tools were found.

196. The representative of the United States informed the Commission of a number of cases of smuggling from the Far East into the United States.⁶⁶ In the case of Chin You and Wong Kai Sue, it was learned that the accused were obtaining pure diacetylmorphine from mainland China through an unknown seaman at the rate of 2 to 5 lb every four months. In the Lee Hon *et al.* case, a gang of six traffickers were smuggling diacetylmorphine obtained from mainland China. In the case of Ling Mooi Koh *et al.*, smoking-opium had been smuggled by three crew members of the s.s. *Astrid Onstad*; the undercover agent in this instance was shot and killed during performance of duty by an addict who promptly committed suicide.

197. The representative of France mentioned a recent seizure of 7 kg of diacetylmorphine made at Orly aerodrome on 10 March 1958. The French authorities had been investigating the activities of two suspects, Louis-August Reppelin and Jean-Michel Casanova, since April 1957. It was established that they were, in France, at the head of an organization illicitly selling diacetylmorphine destined for the United States. The manufacture of the drug was carried out by the Carcassonne brothers, Alexis and Gabriel, with the help of Dominique Montainti. One of the supply lines towards the United States of the diacetylmorphine sold by the Rappelin-Casanova group passed through Mexico. When José Hawayek-Nayer, a Mexican, who was the courier of the organization, arrived in Paris from Mexico via Amsterdam, his movements were kept under close observation, and on his attempted departure he was arrested in possession of the drug, which was concealed in suitcases with false bottoms. The week preceding the arrival of Hawayek-Nayer in Paris and the period of his stay there were marked by an exchange of letters and telegrams between Mexico and France. Several other members of this gang in France and Mexico were also implicated. The representative of the United States wished to compliment

⁶³ E/CN.7/R.8/Add.13.

⁶⁴ E/NS.1957/Summary 9, Case No. 405.

⁶⁵ Report entitled "Examples of significant cases in the illicit traffic", submitted by the representative of the United States.

⁶⁶ *Ibid.*

the French authorities for the excellent work done in this case. The representative of Mexico informed the Commission that the above-mentioned information had been transmitted to the competent Mexican authorities.

198. The Commission has recorded these cases to bring to the attention of all Governments the international nature of the illicit traffic, which knows no national bounds and cannot be combated by national means alone. The illicit traffic in drugs has been aptly likened to water under pressure, feeling and sapping its way irresistibly to every furthest point of the system to which the pressure reaches. It searches automatically and continuously for any flaw, any imperfection, any method of breaking down the iron barrier that surrounds it; it is for ever striving to overcome its bonds and to break free. Wise laws, good regulations, good faith and sincerity, efficiency in practice, and a sustained common effort are all alike required before the illicit traffic can be dealt with. The representative of Turkey observed that the illicit traffic in drugs consisted of three aspects: production, transport and consumption. Attention must be paid to all three integral phases, and if both legislative and administrative measures were not applied with the same degree of severity in all three, there would always be a flow of traffic. Undoubtedly, the primary responsibility for action lies with the national authorities entrusted with the suppression or prevention of this traffic. The Commission wishes to record that there is ample evidence that vigorous and unremitting action is being taken by these authorities. There is also increasing evidence of close mutual co-operation between the national authorities of several countries and also with the international bodies concerned, and members of the Commission paid particular tribute to the United States Bureau of Narcotics in this regard.

199. There was information on the growing use of postal services and aircraft for the smuggling of drugs, more especially in the Far East and the Near and Middle East. The representative of the United Kingdom mentioned in particular the smuggling of morphine blocks into Hong Kong by post from Bangkok. The use of cars with ingenious hiding-places continued to be the favourite *modus operandi* in the land traffic. Merchant ships and their crews remained the principal carriers of drugs moving in the international illicit traffic. The Commission observed that the ingenuity of traffickers in concealing drugs was boundless, and felt deep sympathy with the customs and other preventive services in their extremely difficult task. In particular, the rummaging of a modern merchant ship is a task of no small proportions, as may be seen from the following cases. When the s.s. *Hai Meng* arrived in Hong Kong from Bangkok, enforcement officers boarded the vessel and went to the stern where a crew member was arrested while attempting to run away. A key in his possession opened a steel door leading to an escape hatch into the propeller shaft and engine room. Two sacks of drugs were found hanging from the top of a steel ladder and a third from the hook of a block and tackle. The seaman then took the officers to the engine room, where he unscrewed some of the metal flooring and, after removing

a dummy valve and a piece of false piping, uncovered an opening where four long waterproof rubber bags containing drugs were found. This extraordinary hiding place was only uncovered through the voluntary aid of the seaman and would have defied discovery by ordinary search methods. The quantity of morphine recovered, over 45 lb, was a record for Hong Kong; about 185 lb of raw and prepared opium were also seized.⁶⁷

200. The s.s. *Hoegh Silverbeam*, several times reported as being involved in seizures, was carefully searched prior to departure from Penang, but no drugs could be found. It was guarded on board by revenue officers from Penang who travelled with the ship down the Straits of Malacca. Intensive preventive patrols were maintained by relays of Malayan and Singapore customs launches to prevent the dumping of opium at sea. When the ship arrived at Singapore, customs rummagers searched the vessel for four days and were fortunate in discovering, almost by accident, two canvas-wrapped packages, containing a total of eighteen slabs of opium concealed between bales of cargo about to be discharged from one of the hatches. Subsequently, a report was received from the authorities in the United States, indicating that a further quantity of opium, with opium pills and smoking equipment, had been seized at Los Angeles.⁶⁸

201. Several members of the Commission drew attention to the penalties imposed during the year for narcotic offences in their respective countries. In Canada,⁶⁹ the maximum prison sentence was fourteen years, and the representative of Canada mentioned that consideration was being given to the imposition of life imprisonment for recidivists. Imprisonment over ten years and up to twenty years had been imposed in a number of cases in the United States.⁷⁰ In Mexico penalties were up to ten years' imprisonment without the possibility of release on bail or suspended sentence.⁷¹ In the Egyptian province of the United Arab Republic there was provision for heavy fines and penal servitude for life. In China, seven persons were sentenced to life imprisonment and 100 to over ten years.⁷² Recent legislation in India had increased the minimum penalty to three years' imprisonment, with enhanced punishment up to four years for every such subsequent offence; imprisonment was mandatory upon conviction and narcotic offences were made cognizable.⁷³ In Turkey, there was provision for life imprisonment and capital punishment. During 1957, prison sentences up to fifteen years and banishment from the country had been imposed; heavy fines had also been levied and in a number of instances there had been local banishment up to five years.⁷⁴ The observer from Laos mentioned that in his country penalties were from six months' to ten years' imprisonment and fines from two to twenty times the value of the contraband. In Iran, the present practice is to imprison the accused trafficker

⁶⁷ See E/NS.1957/Summary 9, case No. 363.

⁶⁸ See E/NS.1957/Summary 5, case No. 176.

⁶⁹ E/CN.7/R.8/Add.1.

⁷⁰ Report entitled "Examples of significant cases in the illicit traffic" submitted by the United States representative.

⁷¹ E/CN.7/R.8/Add.28.

⁷² E/CN.7/R.8/Add.37.

⁷³ E/CN.7/R.8/Add.30.

⁷⁴ E/CN.7/R.8/Add.33.

when a seizure is made, without the possibility of release under bond; furthermore, to expedite investigation a special court has been established by the Ministry of Justice solely for smugglers of narcotic drugs. The Commission agreed that the imposition of severe penalties was one of the most effective measures against traffickers. The representative of China stated that his Government's experience was that severe penalties on traffickers as well as addicts had led to a mitigation of illicit traffic. The representative of the United Kingdom, while conceding the necessity of several penal sentences for narcotic offences, thought that a number of other factors should also be taken into account. The representative of Turkey referred to reports in which the data on penalties were lacking or were not clearly indicated. He reiterated the view expressed at the previous session of the Commission⁷⁵ that severe penalties should be imposed throughout all the phases of the illicit traffic (production, transport and consumption) for a complete and effective fight to be waged.

202. During the review of the documents on the illicit traffic, several representatives commented on the absence of information from a number of countries. The Commission recalled that it had dealt at length with the question of reporting during its previous session,⁷⁶ and hoped that Governments would pay heed to its repeated requests for closer co-operation in the exchange of information on the illicit traffic. The representative of India considered that an undesirable effect was that, in international documents, countries which did submit regular reports were prominently mentioned in connexion with the illicit traffic. The Commission considered that such countries should be congratulated for their spirit of co-operation and that, on the other hand, it was regrettable that many countries were so slack in performing their obligations. The Commission noticed, in particular, that a large number of States parties to the 1931 Convention, and in respect of which some illicit traffic in drugs was known to exist, had submitted no reports on seizures through the year in accordance with article 23 of that Convention. These were as follows: Afghanistan, Argentina, Brazil, Burma, Cambodia, Ceylon, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, Ghana, Guatemala, Haiti, Indonesia, Jordan, Laos, Mexico, Morocco, Nicaragua, Panama, Paraguay, Peru, Portugal, Saudi Arabia, Spain, Syria, Turkey, Union of South Africa, Uruguay, Venezuela, Viet-Nam, Yugoslavia. The Commission requested the Secretary-General to urge the Governments of the above-mentioned countries to communicate seizure reports currently through the year in accordance with article 23 of the 1931 Convention. The representatives of Mexico, Morocco, Portugal, Turkey and Yugoslavia, and the observer from Laos declared that, although no seizure reports had been sent by their countries, an account of such seizures was contained in the respective annual reports. Another aspect of the exchange of information upon which the Commission had dwelt at its previous sessions was again discussed namely, the origins of drugs seized in the illicit traffic. The representatives of India,

Iran and Turkey in particular mentioned that several references to their respective countries as the origin of seized drugs had been made without the previous consultation envisaged in the Commission's resolution VI (X).⁷⁷ Such allegations were not in the spirit of co-operation, and were totally unacceptable. The hope was expressed that Governments would fully implement the recommendations of international bodies in this regard. The representative of Turkey thought, in addition, that the illicit traffic should be equally examined in all its phases of production, transport and consumption, without undue emphasis on any single aspect such as the question of origins. The Commission appreciated the presentation of the information relating to the origins of seized drugs in the annual memorandum by ICPO (E/CN.7/348).

203. The Commission wished to invite the attention of Governments to a type of international co-operation particularly suitable in some instances. During the last few decades several new countries had come into being or new administrations had been established. Difficulties would unavoidably be encountered in the field of control of drugs, which was in any case a technical and complex matter. Even in respect of some of the more established administrations, it was apparent that difficulties were experienced with the implementation of obligations under the international treaties on narcotic drugs. A considerable body of knowledge and experience had been built up by the international bodies that had been continuously working in this field for more than three decades; this was also applicable to some of the more advanced administrations. The Commission hoped that Governments would make more direct use of this knowledge and experience in the light of programmes of technical assistance. Such co-operation would, it thought, be helpful to national authorities to enable them to play a useful role in the international struggle against the illicit traffic.

204. The representative of the United Kingdom mentioned in particular the need for close and continuous co-operation between the enforcement authorities in a number of countries in South-East Asia. The Commission felt that, in view of the volume of illicit traffic in the Far East, co-operation at the international level between the enforcement services should be developed in that part of the world, and would welcome such steps as ICPO might take towards that end, for instance in the form of a regional meeting of officers responsible for the repression of the illicit traffic.

II. THE SITUATION AS REGARDS INDIVIDUAL DRUGS

Opium and the opiates

205. The Commission observed that the most significant feature remained the traffic in opium and the opiates which had widespread international ramifications. As in previous years the heaviest seizures of raw and prepared opium were reported from the Far East, and the Near and Middle East. There was also a considerable traffic in crude morphine and/or diacetylmorphine, and several

⁷⁵ Report, Twelfth Session, para. 103.

⁷⁶ *Ibid.*, paras. 187-199.

⁷⁷ Report, Tenth Session, annex B.

clandestine "laboratories" or factories had been discovered. The Commission received the impression of an increased demand from addicts to diacetylmorphine within those regions; at the same time, it was clear that much of the traffic in diacetylmorphine continued to be directed to North America, and particularly the United States, the target of much of the more highly organized international illicit traffic.

A. *Opium (raw opium, prepared opium, dross, etc.)*

206. There were no marked changes during the year in the traffic in raw opium, which is concentrated in the Far East and the Near and Middle East. In the Far East, there was a heavy flow from the Burma-China-Thailand border areas of clandestine cultivation through Thailand⁷⁸ and on to the Federation of Malaya,⁷⁹ Singapore⁸⁰ and Hong Kong.⁸¹ The extent of this traffic may be gauged from the fact that Thailand reported about 15,000 lb in a single seizure⁸² and that single seizures of about 500 or 600 lb were common in the Federation of Malaya, Singapore and Thailand. Clandestine cultivation reported in Burma,⁸³ Laos,⁸³ the Republic of Korea⁸⁴ and Thailand⁸⁵ was also a source of illicit supplies. The bulk of the seizures reported by India⁸⁶ were in respect of a domestic traffic; however, over 2,000 lb of opium had been seized at the ports or frontiers either in transit or in course of being smuggled out of India. There was some diversion into the illicit traffic in respect of opium permitted for personal consumption in the Kachin and Shan States of Burma.⁸⁷ A traffic in opium across the Indo-Pakistan and Afghanistan-Pakistan borders was reported.⁸⁸

207. In the Near and the Middle East the opium seized in the illicit traffic generally came from countries situated within this region. A traffic from Afghanistan into Iran was reported.⁸⁹ The cultivation of opium has been prohibited recently in Afghanistan.⁹⁰ The seizures reported by Turkey, over 5,000 lb, were obtained from diversions from the licit cultivation.⁹¹ A transit traffic coming from abroad was reported by Lebanon,⁹² about 1,700 lb being seized. A transit traffic was reported by Israel,⁹³ about 1,200 lb being seized. A traffic in opium was reported by Iraq⁹⁴ and Jordan.⁹⁵ The Egyptian

⁷⁸ E/CN.7/R.8/Add.40; E/CN.7/347, para. 225; E/CN.7/348, pp. 22-23.

⁷⁹ E/CN.7/347, paras. 52, 220.

⁸⁰ E/CN.7/R.8/Add.20; E/CN.7/347, paras 49 and 224; E/CN.7/348, pp. 17-22.

⁸¹ E/CN.7/R.8/Add.41; E/CN.7/347, para 217; E/CN.7/348, pp. 11-13.

⁸² E/NS.1958/Summary 2, Case No. 53.

⁸³ E/CN.7/348 para. 52.

⁸⁴ E/CN.7/R.8/Add.44; E/CN.7/347 para. 52.

⁸⁵ E/CN.7/R.8/Add.40.

⁸⁶ E/CN.7/R.8/Add.30; E/CN.7/347, paras 42-47; 218; E/CN.7/347, pp. 13-15.

⁸⁷ E/CN.7/347, para. 52; E/CN.7/348, pp. 7-9.

⁸⁸ E/CN.7/347, paras 44, 52, 218, 221.

⁸⁹ E/CN.7/347, paras 53, 54, 227.

⁹⁰ E/NL.1958/13.

⁹¹ E/CN.7/R.8/Add.33.

⁹² E/CN.7/347, para. 229; E/CN.7/348, pp. 16-17.

⁹³ E/CN.7/R.8/Add.45; E/CN.7/347, para. 228; E/CN.7/348, p. 15.

⁹⁴ E/CN.7/R.8/Add.5.

⁹⁵ E/CN.7/R.8/Add.34.

province of the United Arab Republic continued to be the target of the organized illicit traffic. A quantity of over 2,600 lb was seized upon attempted entry into that province; a small clandestine cultivation was also discovered during the year.⁹⁶

208. There was some clandestine cultivation of the opium poppy in Tunisia⁹⁷ and Algeria.⁹⁸ In general, however, in Africa, Europe and Oceania⁹⁹ the opium traffic was a transit traffic involving merchant ships and their crews; in some instances, the drug was in the possession of individuals of particular racial or national groups.

209. In another part of the world, the clandestine cultivation of opium was being vigorously combated by Governments. In Mexico,¹⁰⁰ the campaigns organized in the north-west of the country against poppy growers had almost destroyed clandestine cultivation in that area. The representative of the United States wished to congratulate the Mexican authorities for their excellent work. There was some information regarding the illicit cultivation of opium in Ecuador.¹⁰¹

210. The traffic in raw opium is directed to sustaining opium addicts, chiefly smokers, in their habit. The overwhelming bulk of the seizures of prepared opium, dross, etc., were also reported from the countries mainly affected by the opium traffic.¹⁰² Despite prohibition of opium smoking in almost all countries and in face of vigorous police action against opium dens, the demand from opium smokers was a source of heavy profits to traffickers. The traffic in opium is also directed to clandestine manufacture of the opiates; clandestine laboratories were discovered, with indications of the existence of such laboratories in other countries also, in countries where there was a plentiful supply of opium or in countries close to them. The Commission observed that the problem of addiction to opium and the opiates was serious in several countries of the world, and it was essential that severe measures be taken to throttle the supplies of illicit opium.

211. The representative of the United Kingdom informed the Commission that heavy supplies of opium continued to be received in Hong Kong and Singapore. The illicit traffic situation in those territories was steadily worsening, and their resources were being strained to the utmost. Most of the opium seized in Singapore was identifiable as coming from the Burma-China-Thailand border areas. A total number of 1,679 prosecutions had been instituted for offences in relation to opium. The Central Narcotics Intelligence Bureau, established in 1953, received a considerable increase in the amount of information received from overseas, and of requests for assistance. The enforcement of the prohibition of opium smoking was carried out by the police authorities, who

⁹⁶ E/CN.7/R.8/Add.50.

⁹⁷ E/CN.7/R.8/Add.46; E/CN.7/347, para. 24.

⁹⁸ E/CN.7/R.8/Add.12.

⁹⁹ E/CN.7/347, paras. 23-24, 29-38, 55-59, 207-216, 230, E/CN.7/348, pp. 5-6, 10, 11, 16, 17.

¹⁰⁰ E/CN.7/R.8/Add.28; E/CN.7/347, para. 25.

¹⁰¹ Report submitted by the representative of the United States: "Examples of significant cases in the illicit traffic".

¹⁰² E/CN.7/347, paras. 60-77, 231-244; E/CN.7/348, pp. 24-26.

made 2,541 raids on suspected opium dens.¹⁰³ With regard to Hong Kong, traffickers continued to make use of the Bangkok-Hong Kong sea and air routes and postal services in transporting drugs to the territory; about 54 per cent of the opium seized during the year was imported through those channels. Further seizures of opium brought by air from Pakistan and Laos had been made. There were 4,005 offences in relation to opium, including 1,776 for possession of opium and 1,329 for smoking opium.¹⁰⁴ The Commission wished to congratulate the authorities of Hong Kong and Singapore for their excellent work.

212. The observer from Laos stated that his country was officially a non-producing country. There were, however, instances of cultivation in the mountainous northern regions of the Kingdom by certain tribes who were an ethnical minority. The opium so produced was chiefly for their own consumption. The observer mentioned the steps taken by his Government for the progressive abolition of such cultivation: (i) the prohibition of opium smoking since 1948; (ii) the displacement of the mountainous tribes to regions of lower altitude where the cultivation of opium was not possible; and (iii) the application of progressively severe regulations to suppress the illicit traffic. The political circumstances of the past twelve years had made it difficult to apply these measures and, with the recent integration of the Pathet Lao, a more effective control would now be possible.

213. The observer from Thailand informed the Commission that the traffic in opium was mostly from abroad. The Thai Government had not failed to exert its best efforts to take every possible measure to prevent the traffic from the north of the country to the south for further distribution elsewhere. More officials and vehicles had been assigned to the eleven check posts of excise officials at various centres of communication along the northern highways and railway junctions. A total quantity of about 11 tons of raw opium and 500 lb of prepared opium had been seized during the year and there had been 1,605 prosecutions under the Opium Law.¹⁰⁵ The original source of the opium was unknown, and most of it came through the northern border with Burma. The observer thought that the Government of Burma should be persuaded to exercise more effective control along its borders and, as far as the Thai Government was concerned, it was willing to co-operate fully to stop this traffic.

214. The policy of progressive abolition of opium smoking was making headway and preparatory steps had been taken to launch the project for the treatment and cure of addicts. Four officials, including three doctors, had been sent to observe the treatment of opium addicts in Singapore and St. John's Island Centre. In this connexion, the observer from Thailand wished to express his Government's appreciation for the full co-operation and facilities provided by the Singapore authorities. Subsequently, his Government had decided to establish four

centres for the treatment and occupational training of opium addicts—one in Bangkok and one each in the north, north-east and south of the country. An advertising campaign was being commenced to persuade addicts to enter these centres. Furthermore, the Thai Government has already made a request to the United Nations for an expert under the technical assistance programmes to assist in the implementation of its policy.

215. The Commission noted with sympathy the position of the Thai Government and appreciated the efforts it was making to curb the opium situation. The representative of the United Kingdom thought that the time had come for greater efforts to identify the source of illicit opium and for more effective co-operation between the authorities of a number of countries in that region, including Burma, Laos, Thailand and Viet-Nam.

216. There was no official information to the United Nations from Burma regarding the illicit traffic situation in that country during 1957, although reports had been sent to ICPO. The Commission recalled that, at its twelfth session, it had noted that there were indications of a growing illicit traffic in Burma.¹⁰⁶ It considered the lack of response from that Government a matter of regret and concern, and requested the Secretary-General to continue to urge the Government of Burma to co-operate in the international struggle against the illicit traffic.

217. The representative of India invited attention to the measures taken by his Government for the control of the traffic in opium.¹⁰⁷ These measures consisted of licensing principles aimed at the elimination of undesirable cultivators and undesirable tracts of cultivation, stepping-up the minimum qualifying yield for the individual cultivator, increasing the preventive staff in the growing areas, and organizing an unbroken supervisory operation in and around the growing areas, particularly during and after the harvest season. Owing to the strict control exercised, smugglers were reported to be bargaining with the stockists to provide delivery either on the national highways or at destinations, and this had led to an increased traffic by rail, postal parcels and air. In order effectively to combat the illicit traffic by air, the Government had authorized the use of police radio grids for transmitting messages relating to violation of narcotic laws and measures taken to prevent such violations. The bulk of the seizures were made in respect of adomestic traffic; however, intensive preventive vigilance at the frontiers and ports had also resulted in sizeable seizures of opium which were either in transit from foreign countries to Indian or East Asian ports or were in the course of being exported. The Government of India appreciated the co-operation extended during the year by the authorities of the countries with which arrangements for the direct exchange of information existed. The representative of India referred to the mention of "India/Pakistan" in some documents as the origin of seized opium and considered it undesirable that two countries should be so linked in official documents. He also mentioned that the reports on chemical analysis of seized opium submitted by Australia had been examined by the

¹⁰³ E/CN.7/R.8/Add.20.

¹⁰⁴ E/CN.7/R.8/Add.41; E/CN.7/347, paras 39, 40, 67, 217, 236.

¹⁰⁵ E/CN.7/R.8/Add.40.

¹⁰⁶ Report, Twelfth Session, paras. 110, 157, 163.

¹⁰⁷ E/CN.7/R.8/Add.30.

Chief Chemist of the Government of India, who had reported that, in the absence of necessary details, the reports in question provided only the barest minimum data to make a guess at the probable geographical origin.

218. The representative of Turkey informed the Commission that a total number of 623 traffickers had been implicated during the year.¹⁰⁸ Heavy penalties had been imposed in those cases where judicial action had been completed: fourteen persons were sentenced to prison terms up to one year; fifteen persons to prison terms up to five years; ten persons to prison terms from five to ten years; and two persons to prison terms from ten to fifteen years. Fines were also imposed on twenty-four persons, ranging from T£100 to T£100,000. Sixteen persons were sentenced to local banishment for periods up to five years. The representative of the United States observed that, although the penalties imposed in Turkey for diacetylmorphine and morphine base traffickers and operators of illicit laboratories were very substantial, the same condition did not seem to prevail regarding traffickers in opium. He had in mind the seizure of 300 kg of opium at Kirikkale in 1955 from nine persons. Three of them had each been sentenced to six months in jail and the remaining defendants acquitted. The representative of Turkey stated, in reply, that very heavy penalties were provided for in his country's legislation and had actually been imposed, as might be seen from the reports of Turkey. He could not accept the observation of the representative of the United States, and wished to state, with reference to this particular instance, that it should be borne in mind that in all democratic countries one had to take account of attenuating circumstances or at times the lack of proof. He asked the representative of the United States to indicate legislation and sentences which were more severe than those prevailing in Turkey. In reply, the representative of the United States declared that in his country the minimum penalty for trafficking was mandatory imprisonment for five years.

219. The observer from Lebanon emphasized that the traffic in opium and the opiates was a transit traffic, entirely supported by illicit imports from abroad. A larger number of seizures had been effected this year due to the vigilance of the Lebanese authorities. It had not been possible to determine the origin of the opium seized due to insufficient information, and samples had been sent to the United Nations Laboratory for chemical analysis. Approximately 160 traffickers in various narcotics had been arrested, and they had been subjected to heavy customs fines as well as imprisonment. It was necessary to study the illicit traffic in the entirety of its circuit in the Middle East to maintain a proper perspective in that region. It was significant that the quantities of opium and opiates intercepted on Lebanese soil while in transit were in excess of the total quantities intercepted by countries on the Lebanese borders which were on the circuit of this illicit traffic. Only the closest co-operation of the countries involved would be effective in mitigating this traffic.

220. The representative of the United Arab Republic observed that the "black" drugs continued to be the

chief drugs of addiction in the Egyptian province. The bulk of the seizures had been made upon attempted entry. There were 923 cases involving 1,062 persons for offences regarding opium, 681 persons being convicted. Mr. Safwat, the representative of the Permanent Antinarcotics Bureau of LAS, made a statement along the lines of the information contained in the note presented by the Director of that Bureau. He emphasized in particular the efficiency of control in Iraq, Jordan and the Syrian province of the United Arab Republic. The Commission thought that more detailed information regarding prosecutions and convictions should be given in respect of the states members of LAS. Mr. Safwat promised to take up the matter with the competent authorities and to endeavour in future to give the desired information.

221. The representative of Mexico referred to the great efforts made by his Government to destroy clandestine cultivation in the north-west of the country. The campaign organized in the preceding years had almost eradicated such cultivation. The domestic consumption of opium or the opiates was not a serious problem in his country, but his Government would co-operate to its utmost in curbing the illicit traffic in opium or opiates, which was almost entirely a transit traffic.¹⁰⁹

B. The opiates: crude morphine, morphine base and diacetylmorphine

222. The Commission decided to draw the attention of all Governments to the seriousness of the situation regarding the illicit traffic in the opiates. There appeared to be increased activity on the part of traffickers, as seen from the discovery of a number of clandestine "laboratories" or "factories". Information over a number of years placed the centres of the traffic in crude morphine and morphine base in the Far East, the Near and the Middle East. Clandestine manufacturing activities had been reported chiefly from countries within those regions and the resulting spread of addiction, in particular to diacetylmorphine, was a matter of serious concern to the countries receiving illicit drugs.

223. No abatement was noticeable in the flow of crude morphine from clandestine sources near northern Thailand¹¹⁰ through Bangkok to Hong Kong,¹¹¹ Singapore,¹¹² Taiwan province of China¹¹³ and other routes. Clandestine manufacture of diacetylmorphine in Hong Kong¹¹⁴ continued at a high level, and a traffic between Hong Kong and Macao continued to be reported. A traffic was also reported from Hong Kong towards the Taiwan province of China¹¹⁵ and Japan¹¹⁶. Clandestine

¹⁰⁹ E/CN.7/R.8/Add.28.

¹¹⁰ E/CN.7/R.8/Add.40; E/CN.7/347, paras 90, 94, 95.

¹¹¹ E/CN.7/R.8/Add.41; E/CN.7/347, paras 90, 95, 248; E/CN.7/348, pp. 44-45.

¹¹² E/CN.7/R.8/Add.20; E/CN.7/347, paras 90, 93, 251; E/CN.7/348, p. 47.

¹¹³ E/CN.7/R.8/Add.37; E/CN.7/347, paras 90, 95, 247.

¹¹⁴ E/CN.7/R.8/Add.41; E/CN.7/347, paras. 113, 118, 256; E/CN.7/348, p. 51.

¹¹⁵ E/CN.7/R.8/Add.37.

¹¹⁶ E/CN.7/R.8.

¹⁰⁸ E/CN.7/R.8/Add.33.

manufacture was discovered in Iran,¹¹⁷ Lebanon¹¹⁸ and Turkey;¹¹⁹ a traffic involving Iran,¹²⁰ Israel¹²¹ and Lebanon¹¹⁸ was also reported. Clandestine manufacture was discovered in Italy¹²² and Yugoslavia.¹²³ A transit traffic was reported involving France,¹²⁴ Greece,¹²⁵ Italy¹²⁶ and Spain.¹²⁷ A traffic involving the Egyptian province of the United Arab Republic¹²⁸ and Tunisia¹²⁹ was reported. Much of the traffic in diacetylmorphine continued to be directed to North America, and particularly the United States, which was the target for much of the more highly organized international illicit traffic. There was no evidence that addicts in Canada or in the United States of America were receiving supplies from clandestine manufacture or diversions from licit manufacture in those countries, and the diacetylmorphine seized in these countries came chiefly from abroad.¹³⁰ A traffic in this drug was also reported overland via Mexico¹³¹ to the United States. The discovery of clandestine manufacture in Colombia was likewise reported.

224. The observer from Thailand noted that there was no evidence of illicit manufacture of morphine or diacetylmorphine in his country. The traffic originated beyond northern Thailand and was destined mostly for export. The representative of the United Kingdom thought that there was sufficient evidence to indicate the existence of one or more clandestine factories in the border regions of Burma-China-Thailand, and close co-operation between the Governments concerned was absolutely essential to stop the illicit flow of crude morphine.

225. The diacetylmorphine situation in Hong Kong continued to cause grave concern. Five clandestine laboratories and several pill-making factories had been discovered. In the over-all quantities of drugs confiscated during the year, the seizures of morphine and diacetylmorphine were the highest ever recorded; in a territory of 400 square miles, the authorities had made three times the seizures reported by the United States. Diacetylmorphine continued to be the predominant drug of addiction. The total number of offences concerning dangerous drugs was 15,540, of which 11,528 were in connexion with diacetylmorphine.

226. The representative of China stated that the traffic in the opiates seemed to have lessened. The seizures made during the year did not have the appear-

ance of organized traffic. The heavy penalties on traffickers and addicts were having beneficial effects.

227. The Commission observed that diacetylmorphine remained the predominant drug in the illicit traffic in Japan. The greater part of the drugs trafficked in the country were smuggled from abroad. The traffic was largely directed to domestic addicts; a significant feature was the large number of seizures of minute quantities in possession of addicts or peddlers, and the presence in the traffic of foreign nationals. The average purity of diacetylmorphine was 65 per cent.

228. The representative of Turkey gave details of the discovery of a clandestine factory at Hatapli, in the Hassa-Iskenderon district, resulting in the seizure of 14 kg of morphine base, then 20 kg of morphine base, and 1,500 kg of opium residue. He wished to thank the authorities of Lebanon and the United States and ICPO for their joint co-operation in this case.

229. The observer from Lebanon stated that his country was on the route of a transit traffic directed towards Europe and the United States. A clandestine factory had been discovered, and he wished to thank the United States authorities for their co-operation. The preventive and enforcement authorities in his country were doing their utmost to curb the traffic. He referred to a seizure reported by the Egyptian province of the United Arab Republic, where the traffic had been reported as having come from the port of Latakiah (Syria) as a possible diversion resulting from the severe measures taken by the Lebanese authorities.

230. The representative of the United Arab Republic drew the Commission's attention to the reappearance of the "white" drugs in the Egyptian province and expressed misgivings in this regard. Mr. Safwat referred to the note by the Director of the Permanent Anti-narcotics Bureau and stated that the clandestine manufacture of morphine and diacetylmorphine was known to exist in northern Syria, and particularly at Aleppo. In 1957, a clandestine factory had been discovered and suppressed. But the authorities were facing difficulties due to the availability of opium.

231. The representative of the United States wished to congratulate the United Arab Republic, and particularly the province of Syria, for their successful police operations against international narcotics trafficking gangs. He also wished to express his Government's appreciation of the co-operation given to the United States narcotic agents by the Syrian authorities. There was considerable highly organized traffic in this area. Morphine base and diacetylmorphine were being illicitly manufactured in the Aleppo area; the diacetylmorphine was destined for the United States and, probably, Canada. During 1957 and January 1958 several large seizures were made. Specifically, eight seizures were made resulting in a total of 545 kg of raw opium and 500 g of morphine base. One of these investigations conducted in January 1958 was particularly significant because a clandestine laboratory was seized and two notorious traffickers with previous criminal records were arrested. This case and an additional one were

¹¹⁷ Report, Twelfth Session, para. 145.

¹¹⁸ E/CN.7/R.8/Add.49; E/CN.7/347, paras. 96, 97, 119, 252, 258; E/CN.7/348, pp. 46, 52.

¹¹⁹ E/CN.7/R.8/Add.33.

¹²⁰ E/CN.7/347, para. 120; E/CN.7/348, p. 52.

¹²¹ E/CN.7/R.8/Add.45.

¹²² E/CN.7/R.8/Add.13; E/CN.7/347, para. 110.

¹²³ E/CN.7/R.8/Add.31; E/CN.7/347, para. 88.

¹²⁴ E/CN.7/R.8/Add.12; E/CN.7/347, paras. 85, 109, 245, 255.

¹²⁵ E/CN.7/R.8/Add.47.

¹²⁶ E/CN.7/R.8/Add.13; E/CN.7/347, paras. 87, 110, 246; E/CN.7/348, pp. 46, 52.

¹²⁷ E/CN.7/R.8/Add.9; E/CN.7/347, para. 111; E/CN.7/348, p. 52.

¹²⁸ E/CN.7/R.8/Add.50; E/CN.7/348, p. 51.

¹²⁹ E/CN.7/R.8/Add.46.

¹³⁰ E/CN.7/R.8/Add.1; E/CN.7/347, paras. 79, 103, 104, 106, 253, 254; E/CN.7/348, p. 52.

¹³¹ E/CN.7/R.8/Add.28.

developed in January 1958 by the Syrian authorities in co-operation with the Bureau of Narcotics of the United States. All of these seizures were reported by Syrian and Lebanese newspapers. In this connexion, the representative of the United States recalled that, during its twelfth session, the Commission had noted with surprise that a quantity of 233 kg of morphine had been confiscated in Syria during 1955.¹³² He noted that no information had been officially communicated regarding that matter as well as in respect of the seizures mentioned above. The Commission expressed the hope that the United Arab Republic would continue its vigorous repression of this traffic, particularly in the region of Aleppo. The representative of the United Arab Republic promised to draw the attention of the Syrian authorities to the obligations under the international narcotics treaties to communicate information on seizures and the illicit traffic to the United Nations.

232. The Commission observed that there was a transit traffic involving Italy, Greece, France, Spain and Switzerland. A clandestine factory had been discovered in Italy, and another in Yugoslavia, the latter involving only 3 kg of crude morphine. The representative of France emphasized that there was no possibility of stemming this transit traffic without effective action being taken in the producing areas.

233. The representative of the United States informed the Commission of a number of additional significant cases of illicit traffic. He emphasized that the traffic in diacetylmorphine was almost entirely supported by clandestine supplies from abroad; within the United States the smuggling and illicit distribution of this drug was highly organized. For example, in the Harry Stromberg case, after two years of investigation by Treasury Department enforcement agencies, forty-six persons were indicted in New York City during September 1957 for involvement in one of the largest conspiracies to violate the federal narcotic laws that had ever come to the attention of the Bureau of Narcotics. It was learned that this group had, since 1950, smuggled about 50 lb. of diacetylmorphine monthly from Europe into the United States; some quantities of the drug were smuggled through Canada. Members of the conspiracy then supplied the drug to major cities in the United States. Harry Stromberg, alias "Nig" Rosen, a notorious racketeer of New York City and Philadelphia, was one of the chief financial supporters of the organization. Other conspirators in the group included John Baruche, Jean Aron, Saul Gelb, Nathan Behrman and Anthony Velucci, all well-known narcotic violators. The group was also assisted by three inspectors of the United States Customs Service. The French authorities had been of great assistance by conducting investigations in France of certain phases of this important case.

234. During January 1957 in San Francisco, California, narcotic agents arrested a group of thirty-three seamen, longshoremen, and suppliers in a conspiracy headed by George D. Poole, John H. Chappel and others. The conspirators had arranged to smuggle diacetylmorphine from Hong Kong to San Francisco and it

was estimated that at least 154 lb of pure diacetylmorphine from mainland China were brought into the United States by this group. During the entire period of its operation the caution of the group was such that they were virtually unknown to the authorities. Only one or two of the group would be involved in the actual smuggling of narcotics aboard the President Line ships which arrived in San Francisco every three months. Other conspirators remained ashore and contributed money towards the purchase of the drugs in Hong Kong. Each of the seven traffickers directly involved had been sentenced to five years' imprisonment.

235. In the case of Ray J. Bolling *et al.*, a group of five traffickers were known to be selling diacetylmorphine smuggled from Mexico. Undercover agents of the Bureau of Narcotics were able to buy the drug in ounce lots from this group, all of whom were arrested in May 1957. Ray Bolling, who had served a five-year sentence for armed robbery and possession of cannabis, was sentenced to fifty years in prison. Another of the accused, Ralph Ellison, who had two prior convictions for narcotic violations, was sentenced to forty years.

236. Several other important traffickers were convicted during the year. In the Oreatha Gupton *et al.* case, the main trafficker was sentenced to twelve years' imprisonment, to be followed by twenty years on probation; Robert Outten, previously convicted for illicit sales of narcotics, was sentenced to imprisonment for ten to twenty years; Frank Huizar, whose criminal record dated back to 1940 and included sentences for burglary and robbery, was sentenced to twenty years' imprisonment; Rudolph Moreno, whose criminal record dated back to 1944, was sentenced to fifteen years in prison.

237. The Commission wished to commend the enforcement authorities of the United States for the extensive and difficult investigations carried out during the year, and fully approved of the severe sentences meted out to traffickers of long standing. It also invited attention to the several successful cases of investigation carried out jointly in Colombia, Cuba, Ecuador, Iran, Italy, Lebanon, Switzerland, Syria, and Turkey as excellent examples of international co-operation in the struggle against the illicit traffic. The representative of the United States wished to express his appreciation to these countries and to all other countries which had co-operated with officers of the United States Bureau of Narcotics in the common fight against international narcotic traffickers.

238. The representative of Canada mentioned that diacetylmorphine remained the most important drug in the illicit traffic in his country. As in previous years, the drug was obtained from illicit sources abroad, and there appeared to be plentiful supplies.

239. The representative of Mexico observed that no clandestine manufacture of the opiates had been discovered in his country. There was a transit traffic from abroad, and the attraction of the United States currency was very great. His Government had taken special precautions along the border and the enforcement authorities of the two countries were working closely together against a common problem.

¹³² Report, Twelfth Session, para. 146.

Cannabis

240. There were large gaps in the information relating to the traffic in cannabis, particularly from Africa and South America. It was recalled that the Secretariat had undertaken a number of country surveys relating to cannabis and a number of studies had appeared in the document series E/CN.7/286 and addenda 1-20. The Commission could only repeat the general observations it had made the previous year¹³³ — viz., that much of the traffic in cannabis consisted of indigenous production and consumption largely of the less concentrated forms in the Far East,¹³⁴ Africa,¹³⁵ Central¹³⁶ and South America. The existence of wild growth in many parts of those regions was a difficult problem facing enforcement authorities, who had also to cope with deep-rooted traditions. International illicit traffic in cannabis drugs was also to a large extent between countries with common frontiers; this traffic also placed a heavy burden on the preventive services such as border patrols and customs services. There was also a widespread traffic carried on largely by merchant seamen.¹³⁷

241. The representative of the United Kingdom observed that the quantity of cannabis seized, 237 kg 200 g, was more than double the figure for 1956, although the number of seizures — thirty-six — was less.¹³⁸ In many of the seizures the cannabis was found in the form of mechanically compressed rectangular blocks wrapped in brown paper; in a number of cases the ships involved had commenced their journeys from Burmese ports.

242. The representative of India outlined some of the measures taken in his country in respect of cannabis.¹³⁹ The consumption of charas (cannabis resin) was prohibited in all the States in India; there was some illicit traffic in this drug, nevertheless, and 987 cases had been detected. During the year, 5,627 cases of illicit traffic in ganja and 937 cases of illicit traffic in bhang were detected. The representative of India, with reference to the term "Indian hemp" appearing in a number of reports of Governments, emphasized that the proper usage was the term «cannabis» and hoped that Governments would follow the Commission's recommendations on this question.¹⁴⁰ The Commission wished to congratulate the Government of India on its vigorous efforts against the illicit traffic and on its policy regarding cannabis.

243. The traditional traffic in hashish in the Near and the Middle East continued unabated. This was largely a transit traffic with Lebanon and Syria as producing countries, Israel and Jordan as transit countries, and Egypt as the principal target.¹⁴¹ The observer from Lebanon mentioned that the cultivation of cannabis was prohibited in his country, but discoveries of clandestine cultivation in the mountainous and inaccessible regions

continued to be made. The Lebanese authorities had intensified their struggle against the cannabis traffic, and over 2,900 kg had been seized. Heavy penalties had been imposed on traffickers, and there appeared to be a regression in the cannabis traffic during the year.

244. The representative of the United Arab Republic observed that cannabis (hashish) was the principal drug of addiction in the Egyptian province. In spite of severe penalties and the unremitting efforts of the competent authorities, the use of hashish was widespread and had extended to the middle and educated classes. Large quantities of prepared hashish were being smuggled into the country. During the year over eleven tons of prepared hashish had been seized and 1,547 cases had been instituted. The bulk of the seizures came from Lebanon or Syria. With respect to the latter, the Syrian authorities were combating cannabis cultivation throughout the country. In the Derouz zone, small areas were still being cultivated by its inhabitants, who were outlaws and known to be cruel and brutal.

245. The representative of the Permanent Bureau of LAS drew attention to the situation in Iraq, Jordan, Kuwait, Lebanon, Libya, Saudi Arabia, Sudan and Yemen as included in the note by the Director of the Bureau. In this connexion, the representative of the United Kingdom remarked that the authorities in Kuwait were aware of a traffic in drugs involving tankers and had recently reinforced surveillance and control measures with a view to intercepting this illicit traffic.

246. The observer from Lebanon considered Mr. Safwat's remarks and the information in the note by the Bureau relating to his country as lacking in foundation and inexact. Egyptian newspapers had reported important seizures in the Sinai region, the interior of the country, on the Mediterranean coast and near the frontier with Libya — none of which had been mentioned by Mr. Safwat. Moreover, his Government had received no direct information from the Egyptian authorities of the United Arab Republic relating to seizures supposed to be originating in Lebanon. He wished to invite the Commission's attention to a dangerous practice constituted by the consideration of data established independently of official sources. His Government was of the opinion that the official consideration by the Commission of the note by the Bureau might render unnecessary the presence of an observer from Lebanon at its meetings. This procedure would be equivalent to casting doubt on the value of official reports on the illicit traffic to be sent to the United Nations.

247. The representative of Turkey similarly considered the note of the Bureau as highly questionable with regard to the sources used and the data contained therein. It was difficult to admit that 400,000 addicts could obtain drugs coming from countries where the cultivation of cannabis was prohibited. The fact that the illicit traffic which supplied these addicts succeeded as to a very large part in escaping seizure was not to the credit of the authorities of the Egyptian province of the United Arab Republic. It would have been more appropriate to study other aspects of the question and to cease incriminating neighbours, which was a facile method of defence. It

¹³³ Report, Twelfth Session, paras. 161 and 162.

¹³⁴ E/CN.7/347, paras. 162-171, 268-272.

¹³⁵ E/CN.7/347, paras. 140-146, 262-263.

¹³⁶ E/CN.7/347, paras. 147, 148, 150, 152.

¹³⁷ E/CN.7/347, paras. 153-161, 266, 275; E/CN.7/348, pp. 31-35.

¹³⁸ E/CN.7/R.8/Add.39.

¹³⁹ E/CN.7/R.8/Add.30.

¹⁴⁰ Report, Ninth Session, para. 119.

¹⁴¹ E/CN.7/R.8/Add.45, 49, 50.

was necessary to adopt and implement appropriate and severe legislative and administrative measures in all the countries members of LAS. This reasoning also applied to the traffic in opium. The representative of Turkey reiterated his view that direct exchange of information between the authorities concerned was the best method of combating the illicit traffic.

248. The observer from Morocco referred to the progress made in his country against cannabis. As of last February, administrative unification of the ex-northern and southern zones had been achieved and the prohibition laws on kif existing in the ex-southern zone would be applied to the ex-northern zone. The cultivated area in the region of Ketama in the north could now be confined and controlled. The problem, however, was that thousands of people had for years been living on the cultivation of kif, and it was their main source of livelihood. The Government was contemplating the re-conversion of land and re-education of the people, and in this connexion hoped to draw upon technical assistance in accordance with Economic and Social Council resolution 667 F (XXIV).¹⁴² The Ministry of Public Health was devoting special attention to the treatment and prevention of addiction, and a full report of the Berechid Hospital on the psychopathological aspects of the cannabis situation in Morocco had been published in the *Bulletin on Narcotics*, Vol. IX, October-December 1957. The Commission expressed interest in the scientific aspects of this article. With regard to the illicit traffic in kif, a full report had been made on this subject.¹⁴³ The contraband was obtained almost entirely from clandestine cultivation in the ex-northern zone and was intended for the domestic market. Over eight tons of kif had been seized and destroyed. The observer from Morocco also stated that Spain had reported ¹⁴⁴ seizures of small quantities of kif presumably coming from the ex-northern zone of Morocco, but the Moroccan authorities did not know of any illicit traffic going towards Spain or into the international illicit traffic. Moreover, the Spanish authorities themselves had reported that the traffickers were of Spanish nationality. There had been no consultations with the Moroccan authorities regarding the seizures of cannabis, which was not in accordance with the Commission's resolutions at its ninth and tenth sessions. His Government would appreciate receiving information on seizures of drugs, particularly of cannabis, which, though carried out abroad, might appear to be connected with ships or aircraft calling in Morocco.

249. An overland traffic in cannabis (marihuana) to the United States continued.¹⁴⁵ The representative of Mexico remarked that there was illicit traffic in marihuana obtained from domestic sources. His Government had seized about thirty-six tons of cannabis; an intensive campaign had been planned against the sowing and cultivation of the cannabis plant and 27,469 square metres were destroyed during the year. Special surveillance and control arrangements had been instituted at

the border, and his Government had been doing its utmost to intercept the flow towards the United States. The Commission expressed appreciation of the efforts of the Mexican Government to suppress the illicit traffic and cultivation.

Cocaine

250. Seizures of cocaine were reported during the year by a number of countries,¹⁴⁶ and they reflected the relative decline of this drug in the illicit traffic.

251. The representative of the United Kingdom mentioned two recent cases in which samples of coca leaves of 10 kg and 500 g had been sent from certain South American countries without the necessary certificates.

252. The Commission took note of the information available and thought that a continuous watch should be kept on the traffic in this drug.

Synthetic drugs

253. The Commission considered the information relating to seizures of synthetic drugs as presented in the documents before it.¹⁴⁷ At the request of the representatives of France and Turkey, a further statement¹⁴⁸ relating to such seizures was compiled by the Secretariat, based upon the information contained in document E/CN.7/347. For purposes of comparison this latter statement also covered information for 1956 as obtained from the addendum to the *Summary of Annual Reports* for 1956 (E/NR.1956/Summary/Add.1, pp. 10-14). The quantities of opium and the opiates and synthetic drugs reported seized for 1956 and 1957 were converted into therapeutic doses, following the method of presentation adopted in the paper "Supplementary information on synthetic and other narcotic drugs" (E/CN.7/339). The same assumptions as in that paper were made as to the amounts of therapeutic doses of particular drugs.

254. It was recognized that the declared seizures of synthetic drugs represented only an insignificant proportion of the total seizures declared. The representative of the United Kingdom, supported by the representative of the United States, emphasized this fact. The representatives of France, Turkey and Yugoslavia considered that the information on seizures of synthetic drugs was not sufficiently complete or even clear enough to enable any conclusions to be drawn for the present. Nevertheless, it would be useful to have more data on this question so as to see the trends over a number of years.

255. The representative of Turkey mentioned that more information from Governments on addiction to synthetic drugs would be particularly useful. He referred to a report on addiction to pethidine hydrochloride which was included as an annex to the fifth report of the WHO

¹⁴² E/CN.7/335, para. 122.

¹⁴³ E/CN.7/R.8/Add.4.

¹⁴⁴ E/CN.7/348, pp. 35-38.

¹⁴⁵ E/CN.7/R.8/Add.10; E/CN.7/347, paras. 147, 151, 152, 264.

¹⁴⁶ E/CN.7/347, paras 125-139, 260-261; E/CN.7/348, pp. 55-56; E/CN.7/R.8/Add. 44, 45, 50.

¹⁴⁷ E/CN.7/347, paras. 178-203, 276; E/CN.7/348, p. 58.

¹⁴⁸ E/CN.7/347/Add.1.

Expert Committee on Drugs liable to Produce Addiction,¹⁴⁹ and hoped that Governments would continue to provide such valuable information. He was not so optimistic as the other members of the Commission regarding the significance of synthetic drugs in the illicit traffic, especially if one took into account that synthetic drugs had appeared only during the last five years, while natural drugs had been in use for a much longer period of time. The representative of Turkey emphasized that according to a study made three years ago in a single hospital the number of pethidine addicts was more than 450. The situation appeared very disturbing, and it would be of great interest to know the actual statistics of addicts to synthetic drugs in different hospitals. Furthermore, the representative of Turkey was much disturbed at the diversions of synthetic drugs from therapeutic sources and involving members of the medical profession.

256. The representative of France considered that a study of seizures alone would not give an exact indication of the situation. Account should also be taken of statistics relating to drugs used by addicts. In reality, addiction to synthetic drugs in the majority of cases was of therapeutic origin. The representative of Iran emphasized that it should also be borne in mind that the number of synthetic drugs was already much more than that of natural drugs and would keep on increasing in the future.

257. The Commission agreed with the need for more precise information on seizures of synthetic drugs and requested the Secretary-General to urge Governments to report all seizures, however small, of different kinds and forms of synthetic narcotics which they may make to the competent international organs of which they

are members so as to enable those organs to present corresponding results in the reports they submit.

Miscellaneous

258. The Commission noted that miscellaneous seizures of drugs, mostly in the form of ampoules, phials, etc., continued to be reported by several countries.¹⁵⁰ It hoped that in future Governments would give precise information regarding the dose of the active ingredient contained in the various pharmaceutical forms.

259. The representative of Canada informed the Commission that the quantity of "alleged drugs" reported as seized in Canada¹⁵¹ was in respect of substances falsely offered by traffickers as narcotic drugs. Such attempts at fraudulent trafficking were considered to be tantamount to offences under the narcotics laws, and punishable by a penalty up to a maximum of fourteen years' imprisonment.

260. The Commission agreed that the seizures of miscellaneous drugs were mostly in respect of minor diversions from licit channels or small thefts. Some members, particularly the representative of Turkey, expressed the opinion that Governments were not giving sufficient attention to the question of reporting such diversions. The Commission was of the opinion that Governments should, in their reports, avoid using the word "miscellaneous" but should state in each case the name of the drug seized. This was a matter of some concern, as much therapeutic addiction was caused by the lack of sufficient supervision in the matter of prescriptions, dosage, etc. The Commission hoped that Governments would not relax vigilance in this regard.

¹⁴⁹ WHO Technical Report Series, 1955, No. 95.

¹⁵⁰ E/CN.7/347, paras. 180-203; E/CN.7/348, p. 58.

¹⁵¹ E/CN.7/R.8/Add.1.

CHAPTER IV

ABUSE OF DRUGS (DRUG ADDICTION)¹⁵²

261. The Commission discussed particular aspects of the problem of drug addiction—namely, the incidence of addiction, and the situation with regard both to quantitative and to qualitative data on the problem; facilities for treatment of addicts and methods of treatment; addiction of therapeutic origin and in the medical profession; developments in medical research on addiction; and the prevention of drug addiction.

262. The problem of drug addiction implied consideration by the Commission of a wider range of factors than were described by the terms of reference given to the work of narcotics control under the treaties. This work of control could be said, where addiction was concerned, to attempt to prevent its development by

regulating the licit supply of dangerous drugs and by stamping out the illicit. In addition, however, if the end and purpose of narcotics control was the elimination of addiction, a number of ways and means had to be followed. The problem comprised prevention not only by administrative means, but also by social measures; questions of the treatment and cure of addicts as well as of statistical data; the development of knowledge of the aetiology of addiction, as well as of its incidence.

263. To establish general agreement on the aetiology of addiction as a social problem was difficult. Nevertheless, it was generally recognized that there was a basic difference between, on the one hand, the causation of addiction to opium, coca leaf and cannabis in countries where the non-medical consumption of those substances was traditional and, on the other hand, the causa-

¹⁵² Agenda item 7 (E/CN.7/SR.381-385, 405, 412).

tion of addiction to manufactured drugs in industrially more developed areas. Here, personality weaknesses apparently played a much greater role. It was also generally recognized that in this situation, because of the prevalence of personality problems, treatment could not be limited to withdrawal of the drug, but had to include psychiatric treatment and physical and vocational rehabilitation. The report of the WHO Study Group on the Treatment and Care of Drug Addicts (E/CN.7/320), which had been made available to the Commission at its twelfth session, had proved to be very useful in that context. The Commission had indicated that it favoured the treatment of addicts in closed institutions.¹⁵³ However, there was of course a problem in that there were too few special institutions for such treatment of addicts; some countries had expressed interest in the possibility of receiving technical assistance in that connexion.

264. The Commission had before it at its thirteenth session a study of the incidence of drug addiction (E/CN.7/345), which brought up to date the information submitted in the analytical study of drug addiction at the twelfth session (E/CN.7/318). While data were more ample than had been the case a few years ago, it was still true that the figures giving numbers of addicts in each country and territory as contained in annual reports were not necessarily comparable with one another, and gave only an indication in quantitative terms as to how widespread addiction to the various narcotics was. An accurate determination of numbers of addicts was of course complicated by the difficulty of knowing how much illegal consumption took place. The variety of approaches and practices in different countries where, for example, cognizance and recording of addicts, medical and pharmaceutical methods, and regulations and governmental action differed considerably, also had a bearing on the problem. As an instance, some countries did not make a distinction between addicts and chronically ill patients using narcotics.

265. It had been possible to compile significant data on the measurement of analgesic potency and on the addiction-sustaining properties of narcotic drugs thanks to the series of studies carried out by WHO, in consultation with the United Nations Secretariat, under resolution 505 C (XVI) of the Economic and Social Council. Where qualitative data on drug addiction were concerned, however, as relating to the personal and environmental conditions of addicts, drugs used and sources of supply, the difficulties were greater, though efforts on the part of a number of Governments were leading to progress in this respect. Such data, including especially those on the age structure and occupational pattern of addict populations, were needed for an understanding both of how individual addicts were to be treated successfully and of the problem of addiction as a whole. These questions were pertinent to the Commission's decision at its last session to consider this year the revision of chapter X of the Form of Annual Reports, of which a draft had been prepared by the Secretariat (E/CN.7/318/Add.1).¹⁵⁴ Bearing in mind that government agencies

responsible for narcotics control could not be asked to furnish information in all possible detail, certain topic headings of the present form had been dropped, while others had been elaborated, to minimize ambiguity and to set out the points which experience seemed to have shown were in need of emphasis.

266. The Commission decided that the revised chapter X of the Form of Annual Reports should be put in use in the form to be sent to Governments in respect of their annual reports for 1958. The Commission also decided to request the Secretariat to prepare a graphic study of available data on the extent of drug addiction in various countries according to age-groups of population.

267. The Commission noted that information received during the past year gave no indication of change in the basic pattern of drug addiction in the various regions of the world. There was widespread, although generally receding, addiction to opium and coca leaf. Abuse of cannabis was prevalent in Asia, Africa and South America, and as a more recent development existed in some industrially more developed areas. Addiction to manufactured opiates—in particular to diacetylmorphine—appeared to be increasing in or near some areas where the opium poppy was cultivated, partly counterbalancing the reduced addiction to opium. Diacetylmorphine was still the most popular drug of addiction on the North American continent. Comparatively little addiction to synthetic drugs had been reported, but there was a tendency to increase in some countries.

268. In the Egyptian province of the United Arab Republic, cannabis and opium were the main drugs of addiction, there being about 600,000 and 200,000 addicts to these two drugs, respectively. The problem was serious; similar numbers were suspected of being on the way to addiction, and a tendency towards the spreading of addiction to the middle classes had been observed.

269. The representative of Iran explained that, in the circumstances of the prohibition of opium smoking in his country and the consequent necessity for addicts to obtain supplies through the illicit traffic, it was not possible to give an official figure of the extent of addiction, but it was safe to assume that, after the execution of the new law and because of the high price of opium, the number of addicts had declined considerably.

270. The representative of India informed the Commission that registration records showed that the number of opium smokers, though never a serious problem in India, had declined. Furthermore, the far-reaching measures taken by the All-India Conference of 1956 against the oral consumption of opium for non-medical purposes and against the cultivation and use of cannabis were being steadfastly implemented. Progress had been made with regard to the registration of addicts and the rationing of opium; these measures aimed at prohibiting the oral consumption of opium by 1 April 1959.

271. The use of cannabis, even for medical purposes, was prohibited in the former southern zone of Morocco and would soon be in the northern zone. There was evidence that the number of consumers was not increas-

¹⁵³ Report, Tenth Session, paragraphs 223-232, and annex A, draft resolution IV.

¹⁵⁴ Report, Twelfth Session, paragraph 367.

ing. Addiction existed mainly among the poor unemployed males in the large towns, such as Casablanca. The Moroccan Government's campaign against drug addiction was based on preventive measures; under-nutrition was a predominant cause of addiction, and the provision of a normal diet and a job often sufficed to prevent an addict from smoking; the reduction of illiteracy stood also in direct relationship to decreasing addiction, and in the past two years 500,000 Moroccans had learned to read.

272. In Mexico, the consumption of cannabis was an offence, but addicts were found among the very poor, and particularly among the illiterate; the use of cannabis and peyotl dated from pre-Columbian times, and had had magic and religious uses among the indigenous peoples.

273. The representative of the USSR recalled that she had stated at the twelfth session that her Government would supply separate data for the Byelorussian and Ukrainian Republics; however, such a break-down had proved impracticable and was not now contemplated. In response to the Commission's expression of interest in work done in the USSR concerning the effects of narcotic drugs on the nervous system, a detailed report on experiments which had been conducted in certain hospitals would be prepared for the fourteenth session of the Commission.

274. The representative of China stated that 586 known addicts, as reported for the year 1957, had been arrested and handed over by the courts to public treatment centres, which kept constant surveillance over them. After being cured, the addict was sentenced to imprisonment for a term which might vary from three to seven years, or higher in cases of recidivism; the death sentence could even be imposed.

275. In Turkey, addicts were sentenced by the courts to severe penalties, following completion of treatment in special departments of regular hospitals to which they were remanded after discovery.

276. In reply to requests by representatives for information concerning the figures given on the incidence of addiction in the Federal Republic of Germany, the observer from the Federal Republic explained that it was the practice of his Government to include in these totals as addicts all persons using narcotics on medical prescription if they were treated with narcotics for over six weeks, as shown by checking by public health inspectors of pharmacists' registers and doctors' prescriptions. In this connexion, the Commission discussed various aspects of the question of how the term "addict" might be defined.

277. In respect of Denmark, with regard to the Commission's consideration at its last session¹⁵⁵ of the level of consumption of narcotic drugs in that country, a statement had been circulated to the members of the Commission before the opening of the thirteenth session. The observer from Denmark participated in a discussion of the subject, and replied in detail to requests for

clarification on certain points made by representatives. In reply to an inquiry by the representative of the United States, the observer from Denmark stated that neither government regulations nor medical practice in Denmark authorized the prescribing or dispensing of narcotic drugs to gratify or maintain drug addiction. The Danish observer emphasized that much of the Commission's concern about drug addiction in Denmark was based on a misunderstanding, since, as had been explained at the twelfth session, no responsible authority in Denmark shared the opinions which, when published in an article by the head of a Danish hospital in the *Journal of the American Medical Association*, had first attracted the Commission's attention. Furthermore, an error in the Danish Government's report to PCOB had created the impression that prescriptions issued in Denmark for narcotic drugs were renewable without signature, whereas such a practice had not been permitted for more than seventy years. The Danish observer stated that if there was a relatively high consumption of narcotic drugs in his country, where neither illicit import nor manufacture existed, there was still no special problem of drug addiction. Denmark had a highly efficient control system under which every milligramme of narcotic drugs sold in any part of the country was registered, together with the names of the pharmacy, the doctor and the patient concerned. A high licit consumption of analgesics was the outcome of a highly developed and very comprehensive public health system; medical assistance was guaranteed to every citizen, and in Denmark the ratio of doctors and hospitals to the total population was very high.

278. Several representatives referred to drugs of addiction peculiar to their countries. In Canada, it was illustrative that about half of over 3,000 addicts were addicted to diacetylmorphine and only twenty-five to synthetic narcotic drugs. The representative of China stated that the principal narcotic drugs used by addicts were morphine and diacetylmorphine, which had been smuggled into the country; there had been no cases of addiction to synthetic narcotic drugs or cannabis. In India, addiction to manufactured drugs such as prepared opium was practically non-existent. In Greece, addicts used only diacetylmorphine and cannabis, about two-thirds of them being addicted to diacetylmorphine. The representative of Peru stated that there were no longer any addicts to diacetylmorphine in his country; the few persons under treatment were addicted to synthetic drugs. The representative of the United Kingdom, in response to the Commission's previous request,¹⁵⁶ submitted detailed information on a practice of some addicts in Hong Kong whereby the fumes of crude diacetylmorphine powder and sodium barbitone, heated in combination, were inhaled through a small tube; the practice was called "chasing the dragon". It had also been reported from Hong Kong that diacetylmorphine was being taken percutaneously, the substance being rubbed on the skin and absorbed through it.

279. The Commission was interested in the fact that, in Switzerland, contrary to the usual situation, female

¹⁵⁵ Report, Twelfth Session, paragraphs 217-222.

¹⁵⁶ Report, Twelfth Session, paragraph 235.

addicts outnumbered male addicts. They were nurses, women not gainfully employed, or piece-workers in the watchmaking industry, some of whom, in order to increase their output, took preparations containing aminophenazone, phenacetin or caffeine; they sometimes went on to such narcotics as oxycodone, hydrocodone or morphine. None of the female drug addicts took synthetic narcotics. Of the 101 known addicts in Switzerland, four-fifths used natural narcotics and one-fifth synthetics — a ratio which had held for some years.

280. The representative of Turkey stated that in his country, where there were only some 700 reported drug addicts out of a population of 25,000,000 (a ratio of less than 2½ to 100,000 inhabitants), there was not considered to be a problem of addiction. The existence of a drug within a country did not necessarily bring about addiction, which was undoubtedly rooted in social, economic or other causes. The import, export and manufacture of diacetylmorphine were prohibited and its use for medical purposes was not permitted. The issue of other narcotic drugs was based exclusively upon counterfoil books. The representative of Turkey called attention to the increased use in addiction of synthetic drugs, to which traffickers were tending to turn, he maintained, because of the restriction and control applied to natural drugs. It was to be hoped that more studies of the type carried out at the Lexington Hospital in Kentucky would be undertaken in various countries, the results of which could be published by the Commission and WHO.

281. In discussion of questions relating to the usage of drugs, attention was called to the need for perspective in viewing apparent developments in incidence of addiction to types of narcotics; the possibility was cited of making various distinctions, such as that between crude and manufactured drugs, as well as between natural and synthetic. Addiction supported itself on the narcotics available, and certain variations in supply and abuse from time to time, place to place, and drug to drug, were to be expected. It was agreed that the appearance on world markets of synthetic narcotics was a factor of interest to all countries. The Commission observed that the question might be studied whether a relationship existed between any increase in addiction to synthetic drugs and their wider use in medical treatment.

282. Several representatives cited the prevalence of drug addiction among members of the medical profession. The problem seemed to exist in many countries where addiction was mainly of therapeutic origin. Doctors, who had access to narcotics, might be tempted to resort to analgesics because of overwork. Then, an additional problem arose from the fact that medical addicts might prescribe narcotics where there was no absolute need, in order to keep some for themselves; but, by administering part to the patients, they would be instrumental in creating new addicts. It was remarked that addiction among physicians must probably be laid partly to the stresses of the era, in view of the fact that persons who were expected to be more than ordinarily aware of the consequences of their acts, and who had maintained discipline through long studies, had become addicts. It was noted that it was difficult both to detect and to handle cases of thera-

peutic origin and of addiction in the medical profession, since it was a delicate matter, professionally and legally, to challenge a physician's diagnosis and stipulation of a particular treatment. The education of medical students was an important key to the problem.

283. A description was given of the system used in Austria for strict control of physicians' prescriptions; if, as a result of a screening and checking procedure, a physician appeared to be prescribing narcotic drugs too often or in too large doses, the patients concerned were required to undergo an examination for independent determination of their requirements. No cases of addiction among pharmacists had been reported in Austria up to the present. In Canada, where in 1957 there were 326 cases of therapeutic origin and 197 of professional addiction, the number of such cases was steadily decreasing. An attempt to tackle the problem by means of instruction in schools of medicine, pharmacy and nursing had proved very effective, the number of addicts among doctors graduated in the last twelve years being very small. Forty-two physicians in Denmark had been deprived of their right to issue prescriptions for narcotic drugs. Most of them were addicts, but only a few had been found to have written prescriptions carelessly. Prolonged medical treatment undergone by sick persons whose condition was serious seemed to have been the cause of the few cases of addiction observed in Hungary. In Mexico, there were few cases of addiction among physicians; none had yet come to light in schools and universities. The therapeutic use of narcotic drugs was strictly controlled in the United Arab Republic, and doctors were requested to prescribe them only in exceptional cases. In the United States, it was the practice in California to strike from the register a physician convicted of narcotics irregularities, but to suspend sentence for a probationary period to enable him to undergo treatment. Ninety-two per cent of cases of professional addiction in California had been cured. In the USSR a decree had been promulgated stipulating that prescriptions for narcotic drugs should be made out on water-marked forms, with different serial numbers for each of the Republics, to ensure stricter control over the prescribing of narcotic drugs.

284. The Commission considered the situation obtaining in a number of countries with regard to the establishment and improvement of facilities for the treatment of addicts and with regard to methods of treatment. In Greece, work on a specialized hospital had begun. The Government of the United Arab Republic (Egyptian province) had started the planning of a sanatorium. In India and Iran, particularly at the Teheran hospital, very successful treatment had been carried out.¹⁵⁷ The State of Assam had evolved a medical treatment for opium addicts which had been recommended to the other Indian States. The Indian Council of Medical Research was conducting an inquiry into the various methods of treating addicts, with a view to evolving a standard method suitable for opium addicts.

¹⁵⁷ As regards Iran, further information may be found in chapter XI, Technical Assistance, paras. 435-440.

285. Thailand had also taken steps to combat the abuse of narcotic drugs, in implementation of its policy of gradual abolition of opium smoking. A revised registration of drug addicts was entering its final stage. Four officials, three of whom were doctors, had been sent to observe the work of treatment of opium addicts at the special St. John's Island Centre at Singapore; later, the Government of Thailand had decided to establish four centres for treatment, including occupational training. The Governments of the Philippines and Viet-Nam had submitted information on drug addiction (E/CN.7/350),¹⁵⁸ of which the Commission took note.

286. The Commission desired to have additional information concerning a remedy for use in the treatment of addiction which had been submitted by an Egyptian doctor to the Permanent Anti-narcotics Bureau of LAS. The Government of the Federal Republic of Germany was requested to make additional information available in respect of medicaments, mentioned in its annual report,¹⁵⁹ which might be capable of replacing narcotic drugs to some extent.

287. The Commission heard with great interest a statement by Mr. Eddy on experimental work on monkeys which M. Seevers of the University of Michigan had been

engaged in, with reference to drug addiction. Publication of the results would take place in the near future. The research had been undertaken to evaluate the extent to which experiments on monkeys, on which new narcotic substances had been used to determine addiction-producing effects, would provide data valid for human beings. An excellent correlation in respect both of type and of quality of reaction had been noted between sets of data on results of tests with monkeys, obtained over a period of years, and sets of data obtained with human beings at the Lexington Hospital.

288. The Commission recalled that it had welcomed the information given at its last session by the representative of WHO that his organization had been preparing to convene a study group on the prevention of drug addiction. Several representatives emphasized the importance which work leading to the prevention of addiction had in the field of narcotics control, and reiterated their conviction that such a study group should be convened without delay. The Commission decided to recommend unanimously the adoption of a draft resolution (E/CN.7/L.197), prepared by the Rapporteur, by which the Economic and Social Council would express the hope that WHO would take steps leading to the submission, as soon as possible, of a report on the prevention of drug addiction.¹⁶⁰

¹⁵⁸ The Commission had requested this information (Report, Twelfth Session, paragraph 239).

¹⁵⁹ E/NR.1956/Summary, para. 894.

¹⁶⁰ See annex I, draft resolution V.

CHAPTER V

OPIUM AND OPIATES

289. The present chapter covers that part of the Commission's discussions on opium and opiates concerned with the request of Afghanistan to be recognized as a State producing opium for export; scientific research on opium; and the question of diacetylmorphine. Discussions regarding the illicit traffic in opium are summarized in chapter III and addiction to opium in chapter IV. Other questions, particularly the opium question in Iran, are dealt with in chapter XI, "Technical Assistance for Narcotic Control".

The Request of Afghanistan to be recognised as a State Producing Opium for export¹⁶¹

290. For the last three years a formal request from the Government of Afghanistan to be recognized under the 1953 Protocol as a country entitled to produce opium for export had been before the Commission, and had also been discussed by the Economic and Social Council and by the Third Committee of the General Assembly. In 1956, the Commission decided to include Afghanistan among the countries listed in article 33, paragraph 1 (a), of the second draft of the proposed Single Convention as entitled to produce opium for export.¹⁶² Both in 1956

and 1957, the Commission postponed taking a decision on the question of revising the 1953 Protocol as requested by Afghanistan.

291. By resolution 626 G (XXII), which the Council adopted in 1956, the Commission was invited to consider the matter further; having done so at its twelfth session in 1957, the Commission decided to consider the question again at the present session, in the light of the information then to be available, particularly that furnished by Afghanistan and Iran.¹⁶³

292. The observer from Afghanistan brought the Commission up to date on the developments that had taken place during the past twelve months. His Government appreciated the Commission's views and had done its best to accede to its requests. It had also followed with interest the experience of Iran in carrying out its new policy of totally prohibiting the production of opium, and had considered very seriously Iran's suggestion that Afghanistan should prohibit opium production and seek United Nations technical assistance and the help of friendly States in meeting the needs of its poppy cultivators by introducing substitute crops.

¹⁶¹ Agenda item 6 (E/CN.7/SR.384, 385, 411).

¹⁶² E/CN.7/AC.3/7, and Corr.1.

¹⁶³ Report, Twelfth Session, Commission resolution II (annex II).

293. Afghanistan had, in the interest of humanity and in a spirit of international co-operation, decided to readopt its policy of complete prohibition of cultivation, trade, purchase, sale, import, export and use of opium, and had promulgated a law to that effect on 24 November 1957 (E/NL.1958/13).

294. The observer from Afghanistan described the particularly difficult economic circumstances in his country caused by stopping opium production at this time, and especially in Badakshan, which province contained the largest of the four opium-producing regions. Though his was an under-developed country, there were large development schemes in train, for which money had had to be found. The deprivation of the livelihood of the Badakshan farmers by the ban on poppy cultivation therefore coincided with an already tight financial situation.

295. While the country as a whole needed long-term economic and social development plans, emergency measures had to be applied in the years 1958 and 1959, particularly in Badakshan. Community development projects were urgently required. Not only would the farmers and cultivators and their families have to be assisted in the necessary readjustment to the new situation, and their standards of living raised, but also public work projects would have to be undertaken to provide employment for them during the transitional period.

296. The observer from Afghanistan emphasized that his Government had been aware of these hardships, but had acted in the hope and confidence that assistance would be forthcoming both from the United Nations and from official and private organizations in friendly States.

297. He recalled that on the previous occasion when Afghanistan had prohibited opium production, grave economic dislocation and the hardship suffered by the inhabitants of Badakshan had compelled the Government to repeal its decision. He therefore hoped that ways and means would be found to prevent the policy of prohibition from failing a second time.

298. The observer from Afghanistan added that, with this in mind, his Government did not, at the present time, deem it necessary to press for the inclusion of Afghanistan among the States recognized as producers of opium for export. The Government would have no alternative, however—if its plans for the solution of problems attendant on the prohibition of production failed—but to reconsider what attitude it would have to take at the conference of plenipotentiaries for the final adoption of the Single Convention.

299. The representative of Iran expressed his Government's appreciation of the action taken by the Government of Afghanistan, which he hoped would benefit both countries. His Government had prohibited the production of opium in 1956, and consequently fully realized what repercussions this step on Afghanistan's part would have on its economy, although there existed a great difference between what Iran used to earn from opium cultivation and the earnings of Afghanistan. Without international assistance, achievement of the aims of

Afghanistan would take many years. The Government of Iran stood ready to receive any mission and to train any individuals whom the Government of Afghanistan might wish to send to Iran. It supported Afghanistan's request to the United Nations for technical assistance.

300. In respect of the problem of illicit traffic, the representative of Iran suggested that a joint narcotics intelligence body might be set up by the Governments of Afghanistan, Iran, Iraq and Pakistan. The Government of Turkey might also wish to be represented on such a body.

301. The representative of Iran expressed the hope that the Government of Afghanistan would send the Commission copies of any by-laws and regulations and other enactments concerned with putting into effect the ban on poppy cultivation and production of opium, and also a memorandum on the progress made in enforcement of the law.

302. The representative of the Secretary-General made a statement on the short exploratory mission which he had undertaken in Afghanistan in connexion with the situation resulting from the abolition of opium poppy cultivation, and for the purpose of studying what might be done through the United Nations and its specialized agencies to help ease that situation.

303. Many members of the United Nations Technical Assistance Mission in Kabul, including the local representatives of FAO, UNESCO and WHO, had taken part in the mission. In the province of Badakshan, conversations had been held with the Governor, with other provincial authorities, and with local dignitaries and village notables from the opium-producing areas.

304. The brunt of the difficulties and hardship caused by the abolition of opium production would fall on the province of Badakshan, and attention had been concentrated on that area. Although Herat and Jalalabad had also been centres of poppy cultivation, the Government of Afghanistan considered that stepped-up activity, especially in regard to agriculture, within the regular development plans of government departments, could absorb the impact of the change-over in those provinces, although not without some hardship. In Badakshan, however, where such communications and transport as were available were primitive, a formidable problem of processing and marketing complicated the problems of crop-substitution.

305. No census had ever been taken in the province, and the usual economic and social statistics did not exist. The new law involved the stoppage of poppy cultivation by some 3,000 small farmers in the vicinities of Faizabad, Jurm and Kishim. The actual cultivation had been done by some 12,000 to 15,000 migrant workers who, in April or May, came down from the higher valleys, some distance away from the cultivated areas, and returned to their homes in October or November. The licensed opium poppy fields had already been sown to wheat or barley; relatively few people were employed, since poppy cultivation required a larger number of workers to lance the capsules and collect the latex. The Government of Afghanistan realized that the farmers concerned would

suffer considerable cash losses, although other agricultural activities might compensate them to some extent. The migrant workers and their families would suffer most and, while no exact figure of the number of persons affected could be given, all the available evidence pointed to a total of between 75,000 and 100,000.

306. It appeared that the most useful application of technical assistance would be to locate the next community development project in Badakshan, with a stepped-up programme, particularly on the agricultural, home industries and education side. The province had excellent resources in man-power and potential productivity, mostly in agricultural products, both cultivated and wild.

307. As there was much illiteracy, means had to be found by oral or visual methods of carrying health education to the people in their villages. One or two private foundations which had special experience in that field might also be willing to assist in Badakshan, and the local authorities were in touch with them.

308. Technical assistance alone would not, however, meet the emergency sufficiently, especially in 1958 and 1959. The United Nations had at the present time no funds for capital works. The Afghan Government would therefore have to mobilize what it could from its already hard-pressed development resources, and friendly countries with bilateral schemes of assistance could play their part.

309. As regards the addiction problem, the distinction made in the report of the WHO Study Group on Treatment and Care of Addicts between what might be called "social addiction" and "individual addiction",¹⁶⁴ appeared to be illustrated in Badakshan. A great many of the addicts there were of the first type and took opium mainly or partly in circumstances where they had not enough food and opium-taking was socially acceptable. In a large proportion of cases adequate nutrition, satisfying work and a better community life would obviate any need for specific medical treatment. Furthermore, if opium-taking became disreputable, as had opium-smoking in many countries, it was likely that the number of opium users would in a year or two be considerably reduced throughout the country. The Ministry of Public Health intended, as part of its regular activities, to develop the possibilities of an addiction survey, and also to bring health education into the homes of the people. First priority would have to be given to measures which would provide work and food for the people.

310. The representative of India recalled the reasons which had necessitated his Government's support of Afghanistan's request at previous sessions of the Commission. Now that Afghanistan had prohibited the cultivation of the opium poppy at the risk of serious economic and social consequences, that Government deserved to be congratulated. He recalled the steps taken by Afghanistan to mitigate the effects of a previous law banning the cultivation of the opium poppy, and emphasized that Afghanistan must receive aid from the

technical assistance services of the United Nations and the specialized agencies and that its requests for assistance should be given high priority. To this end, he submitted a draft resolution (E/CN.7/L.180) by which the Commission would recommend the Economic and Social Council to express its sense of the significance of the policy adopted by Afghanistan and its hope that Afghanistan would succeed in accomplishing the tasks it had undertaken. The Council would also draw the attention of the General Assembly, of the specialized agencies concerned, and especially of the relevant technical assistance organs, to the importance that the successful and speedy achievement of these aims had for the economic and social development of Afghanistan.

311. The representatives of Austria, Canada, China, France, Mexico, Turkey, the United Arab Republic, the United Kingdom, the United States, the USSR and Yugoslavia congratulated the Government of Afghanistan on the courageous decision it had taken in the face of serious problems, and expressed support for the proposal of India.

312. The observer from Pakistan expressed the gratification of his Government at the decision taken by Afghanistan. He appreciated the suggestion of the representative of Iran that their Governments, as well as those of Iraq and Turkey, should join in helping the Government of Afghanistan overcome the difficulties being encountered in carrying out its decision to prohibit the production of opium. Joint consideration of this subject by Afghanistan and Pakistan had already begun.

313. The draft resolution submitted by the representative of India was adopted unanimously.¹⁶⁵

314. The observer from Afghanistan thanked the Commission, expressing his Government's appreciation for this recognition of Afghanistan's need for assistance in the many difficulties attendant on the implementation of the programme the country had undertaken. He wished also to express Afghanistan's interest in the suggestion of Iran concerning the possibility of a joint approach to questions of the illicit traffic.

Scientific Research on Opium¹⁶⁶

315. The Commission considered the United Nations programme of research on methods of determining the geographical origin of opium seized in the illicit traffic and gave special attention to the report of the Committee of Experts on the United Nations Programme of Opium Research (E/CN.7/338).

316. In accordance with Economic and Social Council resolution 626 H (XXII), the Committee of Experts met in Geneva from 20 to 31 January 1958. It was composed of the following experts serving in their personal capacities: Mr. Haruyo Asahina (Japan); Mr. H. Baggesgaard Rasmussen (Denmark); Mr. Charles G. Farmilo (Canada); Mr. A. H. Homeyer (United States); Miss Zisan Karaata (Turkey); Mr. Palamarneri S. Krishnan (India); Mr. L. N. Macleod (Australia); Mr. Georges Panopoulos (Greece); and Mr. Vassili V. Zakusov (USSR).

¹⁶⁴ WHO Technical Report Series, No. 131.

¹⁶⁵ See annex I, draft resolution VI.

¹⁶⁶ Agenda item 8 (E/CN.7/SR.394, 411).

317. The Committee's task fell into the following main categories: problems connected with opium samples; evaluation of the various physical and chemical procedures for establishing geographical origin of opium; formulation of methods for making origin determinations; and the future organization of the research and of practical application of the methods. Each of these categories was represented by a chapter in the Committee's report.

318. The Commission noted with satisfaction that the recommendations and other proposals of the Committee had been unanimous. The more important of these were the following: (i) that Governments should be urged to furnish many more authenticated opium samples; (ii) that Governments should be asked to furnish samples from opium seizures even in cases where they had not been able to authenticate them as having been produced in their territories; (iii) that the Secretariat should maintain a list of current projects and set up a procedure for keeping all co-operating laboratories informed of new developments; (iv) that all the participating laboratories should take part in collaborative studies to evaluate the methods, to assess their accuracy and reproducibility, and to decide upon their utility for practical application; and (v) that the United Nations Laboratory should carry out origin determinations, but that these might generally be restricted to samples on which there was a divergence of views, and samples sent by Governments which did not possess their own testing facilities. The Committee also emphasized that special attention should be given to developing a speedy and easily reproducible method or methods for making origin determinations.

319. The Commission noted that the Committee had concluded that it was now possible to make determinations of a limited kind of the origin of opium by interpretation of available data.

320. The representative of the Secretary-General reviewed the work that had been accomplished in the United Nations Laboratory during the preceding year. He mentioned that, up to the end of 1957, relatively few authenticated samples had been analysed by the unified method for determining the various alkaloids of opium. During the first months of 1958, this number had been substantially increased. In addition, 98 authenticated samples had been examined by a simple colorimetric method developed by the Secretariat. He paid tribute to the important contributions made by the national laboratories participating in the programme.

321. Referring to Council resolution 667 C (XXIV) the representative of the Secretary-General reported that, although two of the three chemists working in the laboratory had resigned shortly after the twelfth session, they had subsequently been replaced, and the additional post for which that resolution had asked had also been filled temporarily. It was expected that the laboratory would henceforth continue to be fully staffed.

322. The Commission discussed some points in connexion with the recommendations of the Committee of Experts and current work on opium research.

323. As regards the conclusions reached by the Committee of Experts on the methods to be used for determining the origin of opium, the representative of India felt that such conclusions should not be regarded as final, unless they proved to be infallible, but should be subjected to further study as the Committee itself had suggested. The Commission was assured that India would co-operate fully in that work, as it had done in the past.

324. The observer from Greece, who had been a member of the Committee, explained that in the Committee's opinion no single method was adequate, by itself, to make origin determinations. The Committee had reviewed the methods used thus far, and had selected a number of them for further study, particularly those which were easy to carry out and readily reproducible.

325. The Commission was informed that in Turkey the laboratory participating in opium research had been working on a modest scale because it lacked the equipment needed to conduct certain types of experiment, and hoped that the United Nations Technical Assistance authorities would take this point into consideration.

326. The Commission learned that a well-equipped laboratory for opium research had been set up in the USSR in 1957. It was expected that the laboratory's programme of work would be consistent with that recommended by the Committee of Experts. The desire was expressed that the United Nations Laboratory should send samples from its own stock to the new Soviet laboratory and make suggestions for further research.

327. Attention was drawn to the problem which prevented certain countries from contributing authenticated opium samples, and the Commission found it encouraging that Burma, the Republic of Korea and Mexico had in part overcome the legal difficulties involved. The competent Mexican authorities would make additional efforts to send to the Secretariat further samples of opium from illicit cultivation. It was felt, however, that considerably more co-operation among the participating countries was required for obtaining opium samples.

328. The difficulty in obtaining samples was confirmed by the representative of China, who stated that the Chinese narcotics laboratory had found it impossible to secure samples from all the different areas.

329. The representative of Iran hoped that the United Nations laboratory would soon be in a position to report on the analysis of the samples of opium submitted by his Government.

330. Several members paid tribute to Canada for the training facilities which fellows had been given in that country. The representative of Turkey hoped that a second fellowship might be made available for his country in due course. The representative of Iran also expressed gratitude that the Director of the Central Public Health Laboratories of Iran had been enabled to obtain advanced training in Canada. On behalf of the Government of Singapore, the representative of the United Kingdom likewise thanked the Canadian Govern-

ment for welcoming a young scientist from Singapore to its training programme.

331. The representative of Canada mentioned that the training programme had continued successfully and that both the fellows and the Canadian scientists in charge would report in due course on the results.

332. The representative of France proposed a draft resolution (E/CN.7/L.172) in three parts. Under the first part, the Commission would (i) thank the Committee of Experts for its valuable work and for its practical conclusions, which should ensure the speedy establishment of a combination of methods for determining the origin of opium; and (ii) draw the attention of Governments and scientists participating in the programme and of the Secretary-General to the various recommendations in that report.

333. In the second part of the draft resolution, the Commission would: (i) urge the Governments of Bulgaria, Greece, India, Iran, Japan, Pakistan, Turkey, the USSR and Yugoslavia to provide the United Nations Laboratory with authenticated opium samples from their various producing regions over a period of years and in such a way as to cover possible fluctuations in local production, each sample to be accompanied by information specified in the resolution; (ii) request the above-mentioned Governments and the Governments of Afghanistan, Burma, Ecuador, the Republic of Korea, Laos, Lebanon, Mexico, Nepal, Peru, Thailand, the United Arab Republic and Viet-Nam to furnish the United Nations Laboratory with authenticated and non-authenticated samples of illicitly-produced opium and seized opium and, in cases where it was possible to do so, to provide information on the production of such opium; (iii) renew its request to Governments, made in resolution I (X) of 1955, to transmit samples of important current opium seizures in the international illicit traffic to the Secretariat for physical and chemical investigation of origin; and (iv) recommend that Governments which did not have the equipment and specialized staff for the use of spectrography, direct ultraviolet absorption spectrophotometry, electrophoresis and quantitative paper chromatography should select and utilize one or more of those methods for which it would be easiest to acquire equipment and train staff.

334. In the third part of the draft resolution, the Commission would: (i) request the Secretary-General to implement the joint research programme as soon as possible by evaluating the various methods and assessing their accuracy and reproducibility; (ii) express the opinion that the most suitable way of doing this would be to organize (with the assistance of all the laboratories participating in the research programme) an extensive analysis of authenticated samples, the origin of which would not be communicated to the laboratories undertaking the analyses; (iii) endorse the Committee's recommendation that it was desirable to make available to active participants in the research programme a representative collection of samples of the principal opium types included in the collection of the United Nations Laboratory; (iv) suggest that the Secretary-General, in the spirit of the recommendation on the publicity to be given to new developments in the field

of research on opium, should prepare a series of documents intended mainly for the scientists collaborating in the research programme; (v) recommend that the United Nations Laboratory should pay particular attention to the selection of methods providing easily reproducible results and requiring a minimum of time, materials and special equipment; (vi) request the Secretary-General to take appropriate action under the authority granted him under resolution I (X) of 1955 to make origin determinations on samples of seized opium and, in so doing, to include in the reports on origin to be submitted to the Governments concerned any reservations he might consider necessary on the methods used; and (vii) request the Secretary-General to apply as soon as possible certain recommendations which the Committee had made on the organization of the United Nations Opium Distribution Centre.

335. In general, representatives expressed support for the above-mentioned draft resolution. On the suggestion of the United States, operative clause (iv) in the second part of the resolution was deleted, and minor amendments were also made with regard to operative clause (i). The draft resolution, as amended, was then adopted unanimously by the Commission.¹⁶⁷

336. A number of representatives expressed their appreciation of the work which the United Nations Laboratory had accomplished during the past year.

The question of diacetylmorphine¹⁶⁸

337. The Commission reviewed the state of implementation of Economic and Social Council resolution 548 G (XVIII) recommending the prohibition of the manufacture, import and export of diacetylmorphine and also of Commission resolution III (X) urging all Governments to prohibit the use of diacetylmorphine as well.¹⁶⁹

338. The Commission likewise reviewed a summary of the situation prepared by the Secretariat (E/CN.7/335/Add.2)¹⁷⁰ and noted that, out of eighty-eight countries considered, sixty-nine (including the Federation of Malaya, which had reported its position after the summary had been prepared) had either prohibited diacetylmorphine or adopted a policy of prohibition. Of the countries that had not fully implemented the above recommendations, four (Burma, Czechoslovakia, the Philippines and the United Kingdom) had the matter under consideration; Morocco had announced that prohibition would be decided soon; Iraq aimed at banning it ultimately; and in Albania the use reported was very small.¹⁷¹

339. The representative of France stated that his Government had authorized the manufacture of a new synthetic drug, dextromoramide, the analgesic effects

¹⁶⁷ See annex II, Commission resolution V.

¹⁶⁸ *Agenda item 8 (E/CN.7/SR.376, 403)*; this question was also considered during the discussion of the report of the PCOB (chapter II, para. 103).

¹⁶⁹ Report, Tenth Session, annex B.

¹⁷⁰ A decision by the Commission to discontinue the preparation of separate summaries has been reported in chapter I, para. 32.

¹⁷¹ E/CN.7/335/Add.2, paras. 29-31, and E/CN.7/335/Add.1, para. 97.1.

of which had been proved in experiments to be superior to those of diacetylmorphine. For that reason, and also because of the great therapeutic advances (streptomycin, isoniazid, and para-aminosalicylic acid) in relieving the cough of tuberculosis patients, the present policy was eventually to prohibit diacetylmorphine. The Govern-

ment had requested the Académie de Médecine to reconsider its opinion against prohibition, and a prohibitory decree had been submitted for the Government's approval. This decree provides for a transitional period of two to three years in order to enable doctors to familiarize themselves with the new drugs and their effects.

CHAPTER VI

THE QUESTION OF THE COCA LEAF ¹⁷²

340. The representative of Peru informed the Commission that his Government had continued to exercise strict control over the production of and trade in coca leaf through the Coca Monopoly, a department of the Finance Ministry. ¹⁷³

341. There had been a slight decrease in production, which had amounted to 9,956,406 kg in 1955, 9,686,000 kg in 1956, and 9,598,000 kg in 1957. The area under cultivation (approximately 15,936,540 ha) had remained substantially the same as in the last five years. No new authorizations for cultivation had been requested from or granted by the Ministry of Agriculture. The cadastral survey, started two years before, had been completed. Exports of coca leaf from Peru had diminished, while those of cocaine paste had increased. The price of the coca leaf had been raised, and the levying of a new tax on it was under consideration.

342. The number of chewers, approximately 1,500,000 adults, mostly living in the Andean region, had remained stationary. The Government of Peru was convinced that through education, especially health education, as imparted in schools as well as in parents' associations, by teachers and public health nurses, the population would become fully aware of the dangers involved in chewing the coca leaf. In this manner a gradual abolition of coca leaf chewing could be achieved.

343. A study group had been at work on the problems of alcoholism and coca leaf, but it was not yet possible to announce results. In 1958 a new course was to be given on health education; it was being organized by the Health and Education Ministries and was intended mainly for the inhabitants of rural areas.

344. The Commission took note of the information received from Colombia (E/CN.7/351) which was supplemented by the oral explanations furnished by the observer from that country. According to this information, only the Departments of Cauca and Huila were in fact con-

cerned with the problem of cultivation, trade and consumption of the coca leaf. The policy of prohibition adopted by the Government of Colombia was being implemented with general success, except in some municipalities of the Department of Cauca, where it had met with strong resistance from the local population.

345. The Commission also reviewed data relating to the coca leaf situation in Bolivia. The information included statistics on production and exports for the years 1942-1957. The figures referred to production in the Yunga provinces, where most (probably 80 per cent) of the coca leaf was cultivated. These figures showed a general downward trend, particularly since 1952. The figure for 1952 was approximately 3,559,000 kg while that for 1956 was approximately 2,321,000 kg. It was not possible, however, to give the total area of coca bush under cultivation, or the total quantity of coca leaf produced during 1957. Exports had also shown a downward trend, especially from 1954 to 1956. The figure for 1954 was 235,774 kg; that for 1956, 42,282 kg. In 1957, however, there was a small increase, the figure being 51,995 kg.

346. The cultivation of the coca bush was not subject to any control; but municipal and departmental taxes were levied on the coca leaf, which was, however, under internal and international customs control.

347. The approximate number of coca leaf chewers in Bolivia was 250,000; they were mostly indigenous inhabitants of the Andes high plateau and sub-Andean region.

348. The Commission noted that the Government of Chile had, by decree No. 454 of 26 April 1957, prohibited the import and supply of coca leaves for chewing. ¹⁷⁴

349. The Commission also noted that, according to a communication from the Government of Ecuador, there was no cultivation of coca leaf nor any problem of coca leaf chewing in that country.

¹⁷² Agenda item 9 (E/CN.7/SR.390, 412).

¹⁷³ Further data on the Monopoly may be found in Report, Eleventh Session, para. 289.

¹⁷⁴ E/CN.7/335/Add.1, para. 103.2.

CHAPTER VII

THE QUESTION OF CANNABIS ¹⁷⁵

350. The Commission considered and took note of surveys of the cannabis situation in Burma (E/CN.7/286/Add.19) and Lebanon (E/CN.7/286/Add.20) and a revised version of the situation in Mozambique (E/CN.7/286/Add.10/Rev.1) which had been prepared in continuation of the programme of studies on the cannabis plant and its products, adopted by the Commission at its eighth session. ¹⁷⁶

351. The observer from Brazil informed the Commission that the use of maconha (cannabis) in his country was no longer confined to poorer people, but had spread to people belonging to other strata of the community. Instances of the use of cannabis leading to crime — especially by adolescents — had been noted. There had also been an increase in the use of cannabis in the southern part of the country, owing to migration from the north-east (where there were illicit plantations). This had resulted from the improved transport facilities now available and the larger profits which the traffickers obtained in the south. The situation had, however, already improved as a result of measures taken by the National Commission for Narcotics Control, such as efforts to suppress the illicit traffic by road and sea and intensified police activity against distributors (especially in Rio de Janeiro and São Paulo). The Federal Government had also been requested by the National Commission for Narcotics Control to order the Army to seek out and destroy the plantations. The opinion was expressed that it would be useful if Brazil were to investigate the possibility of utilizing technical assistance in its programme for eradicating the cannabis plant.

352. The question was raised by the representatives of Colombia and Peru whether cannabis had any therapeutic value, and it was recalled that, in the view of WHO, there was no justification for such use. ¹⁷⁷

353. The representative of India provided the Commission with further information as regards the situation in his country, where the question of the use of ganja ¹⁷⁸ and bhang ¹⁷⁸ and of cannabis extracts in the indigenous systems (Ayurvedic, Unani and Tibbi) of medicine was under investigation. The All-India Narcotics Conference of 1956 had, *inter alia*, recommended that the use of ganja in indigenous medicines should be banned, that the possibility of excluding bhang from these systems should be examined, and that the headings cannabis, cannabis extract and cannabis tincture should be deleted from the Indian Pharmacopoeia. An inquiry by the Narcotics Commissioner of India had revealed that both ganja and bhang were being prescribed in indigenous medicine for such ailments as gastro-intestinal catarrhs, as a

“nervous stimulant” and as “a source of great staying power in cases of severe exhaustion or fatigue”.

354. The Indian Pharmacopoeia Committee, meeting early in 1958, had decided that cannabis and its preparations had definite clinical value, but that their use was declining owing to the instability of the active principle or principles. The Committee had therefore recommended that the views of its Pharmacy, Pharmacology and Bio-assay Sub-Committees should be sought as to how stable preparations of cannabis might be obtained. When these sub-committees had made known their views, the Pharmacopoeia Committee would consider the relevant recommendation of the All-India Narcotics Conference. The use of ganja and bhang in the indigenous systems of medicine was closely linked with the standardization of drugs and medicines used in these systems — a subject currently under examination by the Indian Ministry of Health. The Ministry's final report must be awaited before the question of the exclusion of these two drugs from the indigenous systems could be further examined.

355. As regards the non-medical use of cannabis, the Commission was informed that consumption, transport and import of charas (cannabis resin) was totally prohibited in all States. The question of consumption of ganja and bhang for non-medical purposes and the problem of wild growth of cannabis had been discussed at length with all the States in pursuance of the recommendations of the All-India Narcotics Conference, 1956. Vigorous steps were being taken to implement the decisions of the Conference, which aimed at total prohibition of the use of ganja by 31 March 1959 and of bhang by 31 March 1961. Meanwhile, the maximum amount which an individual person might possess would be limited to 2 tolas (23.2 g) of ganja and 20 tolas (232 g) of bhang. The States of Andhra, Mysore and Orissa had stopped the cultivation of the cannabis plant for the production of ganja in 1956, and in the State of Manipur it had been decided to prohibit such cultivation as from 1 April 1958.

356. The Commission was informed by the observer from Greece that cultivation of the cannabis plant was prohibited in Greece, except for the production of hemp fibre, although the plant had not been cultivated for that purpose for the last three years. The possibility of finding a plant free of the harmful resin was under study. Hemp was being imported instead, and to some extent sisal was being used as a substitute.

357. The observer from Morocco informed the Commission that the cultivation and use of cannabis (kif), ¹⁷⁹ even for medical purposes, was prohibited in the southern part (former French Zone) of Morocco. Cultivation for the production of kif continued in the northern part of

¹⁷⁵ Agenda item 10 (E/CN.7/SR.383, 386, 387, 406, 412).

¹⁷⁶ Report, Eighth Session, para. 183.

¹⁷⁷ WHO Technical Report Series No. 57, p. 11. See also Council resolution 548 F I (XVIII).

¹⁷⁸ Ganja is the dried flowering tops of the female cannabis plant. Bhang is the dried mature leaves of the cannabis plant.

¹⁷⁹ Kif is the chopped up parts of the flowering or fruiting tops of the cannabis plant, from which the resin has not been extracted, whether mixed with tobacco or not.

the country (the former Spanish Zone). The two parts of the country had been unified administratively in February 1958, and the law forbidding cultivation of the cannabis plant would soon be applied in the northern region.

358. The main flow of illicit traffic was from north to south. The Government was endeavouring to establish the necessary administrative machinery for suppression of illicit cultivation and traffic, to find a substitute crop for the present cannabis plantations, and to educate the inhabitants in order to create the necessary attitude for the forthcoming ban on cultivation in the northern part of the country. Thousands of people had for years been living on proceeds from the cultivation of the cannabis plant and production of kif, and it was their main source of livelihood. An improvement in the situation had, however, occurred already, the area of cultivation of the cannabis plant having decreased by approximately 20 per cent.

359. As regards cultivation of the cannabis plant for textile purposes (hemp fibre), the observer from Morocco assured the Commission that this economic interest was of a minor character and that such cultivation would be closely supervised.

360. The observer from Pakistan referred to the detailed information supplied by his Government and reproduced in the Pakistan survey (E/CN.7/286/Add.14), which had been considered by the Commission at its twelfth session. He added that, in pursuance of resolution IV (XII) of the Commission, the Government of Pakistan had prohibited the use of cannabis for medical purposes except in the Ayurvedic and Unani systems of medicine.¹⁸⁰

361. The representative of the USSR presented a scientific paper (E/CN.7/352) submitted by her Government, entitled "Cannabinol Reactions and Pharmacological Analyses of the Resinous Secretions from Cannabis cultivated or growing wild in the Northern Caucasus", which had been undertaken by Soviet scientists in pursuance of resolution IV (XII), which provided that Governments should promote research into the exact nature of the active principle or principles of cannabis, and develop scientific tests for this purpose.¹⁸¹ In reviewing the paper, the representative of the USSR stated that, in order to

determine the narcotic content of cannabis resin from plants cultivated or growing wild in the Northern Caucasus, all the known cannabinol reactions had been used, and a pharmacological analysis of the effect of the resinous substances on rabbits had been made at the same time. The experiments had covered eight samples of cannabis plants from various regions of the Northern Caucasus. She stressed the conclusion reached in the paper that cannabinol reactions could not be used to identify the "narcotic" substances in the resins of either cultivated cannabis plants or the Indian variety of the plant, and stated that research in this field was continuing in the USSR and would embrace other varieties of the cannabis plant found in the USSR.

362. Members of the Commission were of opinion that the paper was of great scientific interest and could be of particular value to police authorities and criminological laboratories; the special usefulness of the Duquénou method for identifying cannabis was also stressed by the observer from Greece.

363. The representative of France suggested that the United Nations Narcotics Laboratory should undertake research with regard to cannabis, particularly on techniques for identifying cannabis, which would be useful to enforcement authorities, and in addition co-ordinate the research on this subject already going on in various countries.

364. The question was raised whether the assignment of this task to the Laboratory would have financial implications. It was indicated that some limited work might be done within the present resources and work priorities of the Laboratory.

365. In compliance with a request by the Commission, the Rapporteur incorporated the French proposal in a draft resolution (E/CN.7/L.199). Under this resolution the Commission would request the Secretary-General to study methods by which the research in this field could be co-ordinated and, within the limits of the present resources and without prejudice to the priority already given to the work directly connected with the problem of determining the origin of opium, to have the United Nations Laboratory proceed with a preliminary study and evaluation of the techniques of cannabis identification.

366. The Commission adopted this draft resolution unanimously and without discussion.¹⁸²

¹⁸⁰ Report, Twelfth Session, Annex II.

¹⁸¹ *Ibid.*

¹⁸² Annex II, Commission resolution VI.

CHAPTER VIII

THE QUESTION OF SYNTHETIC NARCOTIC DRUGS ¹⁸³

367. The Commission reviewed supplementary information on synthetic and other new narcotic drugs, on the basis of a document (E/CN.7/339) prepared by the Secretariat as an addition to the survey of available

information on these drugs (E/CN.7/319 and addenda), which had been examined at the twelfth session.¹⁸⁴

368. These documents contain a comprehensive

¹⁸³ Agenda item 11 (E/CN.7/SR.392, 412).

¹⁸⁴ Report, Twelfth Session, paras. 336, 346-350.

account of the information available in the field of synthetic narcotic drugs. The information includes statistical figures, expressed in number of average therapeutic doses consumed per thousand inhabitants, for each of a number of natural and synthetic narcotics, throughout the world as a whole, and in many countries individually.

369. The Commission noted with interest that the consumption varied considerably for countries with similar economic and social conditions and equivalent medical services.

370. The Commission also noted that last year's general picture of the relative consumption of natural and synthetic narcotics¹⁸⁵ did not seem to have changed to any significant extent. The following points relating to the latest figures might be mentioned: morphine and diacetylmorphine consumption had continued to drop, the latter in a marked way; the consumption of pethidine showed no change, while that of methadone had decreased by 20 per cent; there had been a decline in the consumption of codeine, but that of dihydrocodeine and of normethadone was increasing rapidly (respectively 33 and 60 per cent more in 1956 than in 1955).¹⁸⁶

371. Several representatives referred to measures adopted or under consideration by the authorities in their countries in connexion with synthetic narcotic drugs.

¹⁸⁵ Report, Twelfth Session, paras. 347-348.

¹⁸⁶ For further discussion on normethadone, see chapter II, paras. 138-145 above.

372. In France, the import and use (for oral administration) of dextromoramide had been authorized by the French Narcotics Control Commission. Administration by injection or by suppository was prohibited in principle, though medical practitioners might use such methods solely on their own responsibility. As an exceptional measure, publicity regarding the drug had been placed under control, since it was felt that dextromoramide did not meet the requirements of an ideal analgesic and that its virtues had been exaggerated by advertisers.

373. In India, no synthetic narcotics were manufactured; all drugs notified by the Secretary-General were placed under control; and no import of new narcotics was allowed before careful examination of their addiction-producing properties had taken place under government control. The Indian Narcotics Commissioner was the sole authority empowered by law to issue import certificates and export authorizations for all narcotic drugs.

374. In Greece, only pethidine was used for therapy, the import of all other synthetic narcotic drugs being prohibited.

375. The Commission expressed satisfaction at learning of the prohibition of ketobemidone in India and Iran. It further noted that Chile had adopted legislation enacting its previously adopted policy of prohibition of this drug.¹⁸⁷

¹⁸⁷ E/CN.7/335, para. 109; E/CN.7/335/Add.1, para. 109.1.

CHAPTER IX

OTHER SUBSTANCES

376. The question of amphetamines, barbiturates and tranquillizers was not on the Commission's agenda for the present session. However, the control of barbiturates and tranquillizers, particularly at the national level, was discussed during the Commission's examination of the eighth report of the WHO Expert Committee on Addiction-producing Drugs. The main points have been summarized in the section of chapter II devoted to that report.

The question of khat¹⁸⁸

377. The plant *catha edulis* (khat) grows wild or is cultivated in many areas of East Africa and in some parts of the Arabian peninsula. Its leaves are chewed or consumed in the form of an infusion. It has been reported that in some regions of East Africa and in Aden and Yemen many people have become habituated to the consumption of khat, with very serious consequences to their health, earning capacity and family life, thus creating a grave social problem.¹⁸⁹

378. The Commission reviewed the situation in the Belgian Congo, the Trust Territory of Somaliland under Italian administration, the Union of South Africa and the

following territories for the international relations of which the United Kingdom was responsible—Aden, Kenya, Somaliland Protectorate, Tanganyika, Uganda and Zanzibar—in the light of information which it had received on these countries and territories from the Governments concerned, in response to its request made during the twelfth session (E/CN.7/353). It also had the benefit of information furnished by the Permanent Anti-narcotics Bureau of LAS and of the views of the observers from Ethiopia and Greece who participated in its consideration of the question of khat.

379. The Commission was also informed by the representative of WHO about the status of the study which his Organization had initiated in accordance with Economic and Social Council resolution 667 D (XXIV) on the medical aspects of the question of khat. The Commission heard that several laboratories were trying to isolate the constituents of the khat leaf, which they intended to assess from a pharmacological point of view, and that such examination was basic to the evaluation of the medical aspects of the problem. Definite conclusions had not yet been reached. Some members of the Commission felt that the pharmacological examination was not as important as a medico-social study. Others thought that both aspects were equally important. The

¹⁸⁸ Agenda item 13 (E/CN.7/SR.387, 401).

¹⁸⁹ Report, Twelfth Session, paras. 389-407.

Commission also heard that the Ethiopian Government had established a special committee to study the question, composed of representatives of the Ethiopian Ministry of Public Health, the Addis Ababa Pasteur Institute and of a large Ethiopian hospital. This committee had already assembled data from the Ethiopian regions concerned, but was not yet ready to report.

380. The Commission noted that different countries chose different approaches to the problems posed by the consumption of khat leaves. While certain Governments considered the leaves to be narcotics or equivalent in danger to narcotics and adopted a policy of prohibition, others limited themselves to introducing some measures of control or refrained, at least for the time being, from any control measures, either because they considered the matter not yet ready for action before the studies of the scientific problems involved had been concluded, or because they were of the opinion that effective control was not possible as long as corresponding measures were not taken by the neighbouring territories. The Commission also heard that Yemen was willing to prohibit the consumption of khat leaves if it were proved that they had addiction-producing properties.

381. The Commission was well aware that not all scientific, medical, social and administrative aspects of the question raised by the consumption of khat leaves had been fully explored. Some members expressed the view that action should not be taken on the international level before the results of the study by WHO of the medical aspects were available. The opinion was also expressed that the Commission should await the report of the special committee appointed by the Ethiopian Government. It was likewise said that unless the khat leaves had been proven to have the properties of narcotics, the basis of the Commission's jurisdiction in the matter would not be clear. It was suggested that the economic and social difficulties which might be created in some regions by the prohibition of the cultivation of the plant should not be overlooked. Evidence that excessive consumption of khat leaves was harmful was not by itself sufficient to

justify restrictive action. Other substances such as alcohol, tobacco and even coffee were harmful if taken immoderately, but no international control was considered necessary in these cases. It would have to be found that the danger of the leaves was very great, similar to that of narcotic drugs, before international action was warranted. Mention was also made of the administrative difficulties which would be encountered and that control measures should not be introduced unless they could be made effective.

382. The idea was put forward that a commission of inquiry might have to be dispatched by the United Nations to the areas concerned before adequate action could be taken. The observer from Ethiopia reserved the position of his Government regarding this suggestion.

383. On the other hand, it was pointed out that it was not necessary to solve all the scientific questions which might be raised before action was taken. It was, especially, not necessary to wait for the definite establishment of the active principle—for instance, the active principle of cannabis was not yet definitely known, but nobody doubted that this substance should be subject to international control. In particular, it did not matter whether the khat leaves were addiction-producing within the technical meaning of this term. It was sufficient to know that the leaf was a very dangerous habit-forming substance and had no therapeutic value whatsoever. Since it had been found that, in fact, the habitual chewing of the leaves had created serious health and social problems in some regions, leading to malnutrition among the consumers and their families, to the spread of diseases such as tuberculosis, to loss of earning capacity and to the breaking up of families, international action had become urgent indeed. In view of the far-reaching social consequences involved, the study of WHO should not be limited to the medical aspects, but should be extended to the damages caused to society; it should be "socio-medical" and should be speeded up.

384. The Commission decided, by a roll-call vote of 9 to 5, with 1 abstention, to adjourn consideration of the question until its fourteenth session.

CHAPTER X

THE PROPOSED UNITED NATIONS MIDDLE EAST ANTI-NARCOTICS BUREAU OR AGENCY AND THE MIDDLE EAST NARCOTICS SURVEY MISSION¹⁹⁰

Background of the proposal

385. At its twentieth session, on 26 January 1954, the Council of the League of Arab States decided to recommend that a United Nations Anti-narcotics Bureau should be created for the region of the Middle East. This proposal was transmitted to the United Nations Secretariat and, in March 1954, circulated to members of the Commission.

386. At the request of the representative of Egypt, this proposal was included in the agenda for the Com-

mission's eleventh session in 1956. He described the proposal in a note (E/CN.7/L.121), in which he declared the object of the proposed bureau was "to watch the situation on the spot, and to devise and enforce the best means for combating the cultivation and manufacture of, traffic in, and addiction to narcotics" (para. 1). He added that, if the proposal for a bureau were considered premature, an agency—which would be the nucleus of the proposed bureau—would suffice for the time being.

387. During the discussion of this proposal at the eleventh session, many representatives expressed sympathy for the difficulties faced by members of LAS in their struggle against drug addiction. However, some

¹⁹⁰ Agenda item 14 (E/CN.7/SR.386, 388, 389, 410, 411).

doubts were expressed regarding the desirability of creating special permanent machinery for dealing with the situation, and other representatives wanted further information on the functions of the proposed regional bureau or agency, its method of operation, and its relationship to the Governments of the region. On the understanding that the sponsor would supply additional information, the Commission deferred further consideration of the proposal until its twelfth session.

388. At its twelfth session in 1957, the Commission again postponed consideration of the proposal, the additional information (E/CN.7/L.147) not having reached members of LAS and other Governments having an interest in the proposed regional bureau in time for study.

Middle East Narcotics Survey Mission

389. At the present session, several delegations (Canada, India, Iran, the United Arab Republic and the United States) considered that an exploratory mission to the region was needed in order to facilitate a fuller examination of the problems involved and of practicable means of solving them and, to achieve this, they tabled a joint draft resolution (E/CN.7/L.179) for adoption by the Economic and Social Council.

390. The draft resolution provided that the Council should be invited to request the Secretary-General to appoint a mission of not more than five members serving as individual experts and chosen for their knowledge of the problems concerned and of enforcement work. The Secretary-General would also be asked to provide the mission's secretariat and to make the necessary administrative arrangements for its work (para. 1).

391. The draft resolution went on to request and authorize the mission to examine and consider the problems involved, in consultation with, and with the consent of, the Governments concerned. In particular, the mission would be asked to familiarize itself with the situation by studying data transmitted by Governments and the Secretariat, by discussions with representatives of the Governments concerned, by visits to countries in the region having major narcotics problems, and, finally, by examining information received from public and private organizations working in the narcotics field (para. 2 (i)). The mission would also be asked to discuss with the Governments and organizations concerned, their views and suggestions regarding the improvement of the situation (para. 2 (ii)). The mission might make communications for the consideration of individual Governments or groups of Governments, which would be kept confidential as between the mission and the Governments concerned (para. 2 (iii)); it should also report to the Commission on general matters and suggestions that were not confidential (para. 2 (iv)). The mission would further be empowered to make suggestions on the ways in which technical assistance might be utilized to increase the effectiveness of measures being taken against the illicit traffic (para. 2 (v)).

392. The representative of the United Arab Republic explained that his delegation had been pressing for action because it recognized that there was a very serious

problem of illicit traffic centring in the Middle East and that improved efforts to meet it, both on the national and the international level, were necessary and feasible.

393. Year after year, Governments participating in the international control system had reported a heavy traffic in opium originating in this region, and going from it to other parts of the world, especially through the Mediterranean towards North America. In recent years, disturbing news of an increasing manufacture of crude morphine and diacetylmorphine from opium within the region had been current. The traffic in hashish (cannabis resin), which was mostly within the region, had remained very heavy.

394. He recognized that a number of Governments in the region had put forth very big efforts to fight this illicit traffic, and the very courageous and far-reaching change of policy adopted by Iran in 1955 had brought a further significant change in the situation. Yet the reports of the Illicit Traffic Committee showed that no one could be satisfied with the present situation.

395. There were, of course, other regions where situations of similar gravity existed. In his opinion, however, the general situation in the Middle East, though not crystal clear, was more susceptible of improvement through concerted action than in some other regions where similar action was also needed. Therefore, the Commission might take the lead in this area.

396. The United Arab Republic, he continued, had found much sympathy and support for its view that a forward action was needed. At the same time, some Governments had felt difficulties about this or that feature of the plan for a Middle East bureau or mission, or thought that the stage of common thinking reached was perhaps not yet ripe enough to enable it to come into effect. Therefore, in order to facilitate the whole question of the most appropriate forward steps being examined afresh in a thorough and objective way, the United Arab Republic did not press consideration of its original plan for the present, and proposed the exploratory mission for which the draft resolution provided.

397. He explained that his delegation was proposing an expert mission, appointed as expert missions normally were by the Secretary-General, so that the requisite professional capacity and experience could be brought together in a well-balanced group. Certain members would come from within the Middle East, bringing the knowledge they had acquired of its problems. Others would come from outside the region, so that the experience of other regions of the world would be brought to bear on the problems of this area. The mission would work by conferring with Governments and with appropriate organizations which had special knowledge of the area. There would be no public sessions; the meetings of the Commission itself provided for that already.

398. As regards communications and reports, it was provided in the draft resolution that the mission should have the opportunity of making confidential communications to Governments, because of the secret and confidential nature of some of the information involved and of the counter-measures adopted against the illicit traffic. Such communications would be con-

fidential as between the mission and the Government concerned, and there would be no question of a Government's being embarrassed by publicity, for instance, on a point that involved confidential information or on which it found itself in disagreement with a view put forward to it by the mission. The mission would be offering its advice, views, or suggestions to the Government; if the Government, for its own reasons, decided against these views, there would be no question of public argument, since the communication would simply be for the benefit of the Government concerned. The resolution provided that in its report to the Commission, as regards such confidential communications, the mission would simply report that it had made such communications to Governments X, Y and Z, without going into them further. Of course, the great bulk of such suggestions would arise out of discussions with the Government in question, and would most probably be acceptable, in which case no problem would arise.

399. The relationship between the mission on the one hand and Governments on the other would thus be similar to that with which most Governments were already very familiar in the provision of technical assistance. The main difference was that this was a technical assistance mission to a number of Governments with differing but interconnected problems, a kind of corporate technical assistance "task force". But the essential feature of confidentiality between the mission and the Governments to which it offered specific comment or advice, and the Government's right to dispose of that advice as it wished, to act upon it or not to act upon it, would be the same.

400. In addition, the resolution provided, in operative paragraphs 2 (iv) and (v), that the mission should, to the extent practicable, draw general lessons and suggestions from its work and report on them to the Commission—but always without infringing the confidentiality of specific communications to particular Governments.

401. The representative of Iran and the observer from Afghanistan supported the plan for an exploratory mission.

402. The representative of Turkey observed that, when it had previously been suggested that the Commission might make a recommendation to a State, legal objections had been raised on the basis of the Commission's relationship to sovereign States. The present proposal was that a narcotics "control" mission should be sent to the Middle East, yet no one had referred to the legal aspects. Although a period of six weeks had been proposed for this mission, it was not indicated which countries would be covered by the mission's terms of reference which were vague and ill-defined; any lawyer would see that they were open to different interpretations and hence likely to lead to disputes. The reports submitted by the Secretariat and by ICPO showed that there were regions of the world where the situation was much worse than in the Middle East—for example, the Far East. It was therefore discriminatory to propose that a special mission should be sent to the Middle East.

403. He pointed out that the draft resolution referred to the problem of opium in the Middle East; the reports

of Governments, however, showed that addiction was a serious problem in very few States in the region and that the Egyptian province of the United Arab Republic was the area principally affected. It further appeared that there were two to four times as many addicts to hashish as to opium in the Egyptian province. It was therefore also discriminatory to emphasize the opium problem and ignore the much greater problem of hashish, as had been done in the draft resolution.

404. With regard to the situation in the United Arab Republic, the representative of Turkey reminded the Commission that the Government of that country maintained that the cultivation of opium and cannabis was prohibited in its territory, and that addicts got all their supplies from other States, where cultivation was similarly prohibited. Experts had calculated that the average addict would require 1 g of hashish every day, for which 5 g of cannabis would be required. For 400,000 addicts, that would mean two tons of cannabis a day, or 730 tons a year, and a similar calculation showed that 360 tons of opium a year would be required to satisfy the 200,000 opium addicts. It was hard to believe that such large amounts of contraband could evade strict frontier control. Seizures reported had amounted to ten tons of cannabis and a few tons of opium, equivalent to approximately 1.1 per cent of the volume of the illicit traffic in cannabis and 1 per cent of that in opium. The representative of Turkey would therefore be surprised if the Commission felt able to accept that explanation.

405. The representative of Turkey considered that the draft resolution had arisen from a report submitted by the Anti-narcotics Bureau of LAS. However, one Arab State had contested the validity of that report and, if others had been present, they might also have done so. The report was couched in vague terms, and it would be more useful to the Commission if the Arab States were to provide specific information, giving the texts of their laws and customs regulations relating to narcotics control, as well as data on the penalties imposed on offenders. He felt that, in the absence of such information for all the States concerned, it would be rash to deal with the problem at the present time. He drew attention to the resolution (calling on the Arab States to report to the Commission after consultation with the member States mentioned therein) which the Commission had adopted earlier in the session,¹⁹¹ he hoped that the members of LAS would reach agreement on this before the next session and supply the Commission with the specific information it needed. He suggested that these States should be invited to take these two steps in order that the Commission might take a decision, in full possession of the facts, at its fourteenth session instead of acting hastily now on the five-Power draft resolution.

406. If against his wishes the mission were approved at the present session, he urged that it should not be called a "control" mission, which would be offensive to the States concerned.

407. The observer from Lebanon welcomed the prospect of a United Nations mission on narcotics control

¹⁹¹ The text is in annex II, Commission resolution IV.

to the Middle East and stated that his Government would be happy to be associated with the mission and would gladly co-operate with it in its delicate and complex task. He hoped, however, that the mission would observe the principle of national sovereignty. The solutions proposed by the mission should also be in harmony with the existing treaties. On the other hand, the proposal to set up a regional bureau or agency under the United Nations had not been approved by all members of LAS and, on 25 March 1958, his Government had written to the Secretary-General of LAS to state its formal opposition to that proposal.

408. The observer from Israel had no objection to the proposed mission, since it was most important to have better co-operation among all the countries of the Middle East, and particularly among their enforcement authorities. He felt that support was lacking for the proposed bureau or agency and that there should be no link whatsoever between that proposal and the new proposal for sending a mission to the Middle East. He asked, therefore, whether the original proposal had been withdrawn by its sponsor.

409. The representative of the United Arab Republic withdrew for the present session his proposal for a United Nations Middle East Anti-narcotics Bureau or Agency. He reserved his right to review the desirability of pursuing that proposal when the mission had completed its work.

410. The observer from Lebanon considered that the Middle East Mission constituted a new item on the Commission's agenda, and that Governments had not been afforded the opportunity, to which they were entitled under the Commission's rules of procedure, to consider the question. Consequently, he considered that action on the draft resolution should be postponed until the Commission's next session. The representative of Turkey formally moved adjournment of the debate until 1959, on the understanding that the members of LAS could reach agreement among themselves on the action required during the next twelve months. In the meantime, the Governments concerned could also be asked to furnish the information on laws, customs regulations and penalties which related to narcotics control.

411. Other representatives considered that the mission was an outgrowth of the discussion on the earlier proposal for a Middle East bureau, and thus that it did not constitute a new item of the agenda; furthermore, old items could be modified, or new items introduced, under the rules of procedure. Also, a mission to the Middle East did not preclude the sending of missions to other regions.

412. The Turkish motion was rejected by a roll-call vote of 4 to 2, with 9 abstentions.¹⁹²

413. The Commission then proceeded to review the draft resolution.

¹⁹² At the request of the representative of Turkey, the Commission decided exceptionally to include in its report details of the roll-call vote as follows: *in favour* — Peru, Turkey; *against* — Canada, Iran, United Arab Republic, USSR; *abstentions* — Austria, China, France, Hungary, India, Mexico, United Kingdom, United States, Yugoslavia.

414. The title of the mission was changed from "Middle East Narcotics Control Mission" to the "Middle East Narcotics Survey Mission".

415. The first considerandum was re-drafted to show that the Commission was as concerned by the illicit traffic in cannabis in the Middle East as by the traffic in opium and opiates.

416. The second and third consideranda were adopted without change, by 12 votes to 1, with 2 abstentions, and by 13 votes to none, with 1 abstention, respectively.

417. As regards operative paragraph 1, the question was raised whether it was customary for the Secretary-General to be entrusted with the task of appointing members of missions. It was pointed out that this was the usual procedure in the case of missions composed of experts, not of Government representatives.

418. The sense of the debate was that the mission should include both experts from the Middle East with a knowledge of regional narcotic problems and experienced members from outside the region.

419. It was pointed out that selection of the members would be a delicate matter, and that any attempt by the Commission to take a hand in the business of selection would tend to give a political colouration to the operation, which would be most unfortunate. The Secretary-General should be left the widest possible freedom of action, lest pressures should prejudice the work of the mission before it began. However, the representative of the United States expressed the hope that nationals from Lebanon and the United Arab Republic would be selected to take part in the mission.

420. Operative paragraph 1 was adopted without change, by 12 votes to 1, with 1 abstention.

421. The question was raised as to which Governments were referred to in operative paragraphs 2 (i) and 2 (ii) of the draft resolution, and the representative of the Secretary-General replied that the Secretariat would assume that the mission's operational area would include those countries which in past years had come under the heading of "Middle or Near East" in the documents relating to illicit traffic prepared for this item on the Commission's agenda. He understood from the text of the resolution as explained by the sponsors that the mission, or members of it, would not necessarily have to visit every country in the region, and would have some latitude to arrange, in the light of the extensive prior contacts with Governments that would be necessary, in what ways consultation during the period of the mission would take place.

422. The view was expressed that the mission should limit its contacts to Governments and not contact public or private organizations, from which false information might be obtained. Other representatives cited private organizations which they felt might be able to furnish the mission with useful information. The sponsors having explained that, in their view, the text permitted Governments to send such witnesses to be heard by the mission, the reference to public or private organizations was deleted from paragraphs 2 (i) and 2 (ii), and both para-

graphs were approved, as amended, by 11 votes to none, with 3 abstentions.

423. With regard to paragraphs 2 (iii) and 2 (iv), the opinion was expressed that the mission should not replace the Commission in its function of advising Governments, but should help the Commission in increasing the efficacy of measures for curtailing the illicit traffic. Thus, the confidential communications should be limited to those matters where this procedure was necessary, and the fullest possible report, including appropriate material on recommendations made to Governments, should be submitted to the Commission. As regards material which might be regarded as allegations or criticisms made by one Government against one or several other Governments, the mission should inform the Government or Governments concerned and examine with them the questions that had been raised: these were examples of matters in which confidentiality might well be desirable. Paragraph 2 (iii) was adopted by 11 votes to none, with 3 abstentions. The sponsors stressed that the object of the mission was to assist Governments in their work against the illicit traffic, and also to guide the Commission, for its future consideration of the matter, on the best ways in which the difficulties of Governments could be met: they considered that the mission's procedures should be governed by those general objects.

424. The provision that the mission should report to the Commission at its fourteenth session (para. 2 (iv)) was adopted by 11 votes to none, with 3 abstentions.

425. The opinion was expressed that the phraseology of the last sub-paragraph (2 (v)), which dealt with the suggestion to Governments of technical assistance, might lead to the embarrassment of some Governments. It was decided, therefore, to insert a phrase in the draft resolution by which the mission might make recommendations regarding the ways in which technical assistance could be used to increase the effectiveness of the measures being taken against the illicit traffic, "if requested so to do by the Government concerned". Thus amended, the sub-paragraph was approved by 10 votes to none, with 3 abstentions.

426. Before voting on the resolution as a whole, the Chairman drew attention to the financial estimate for the cost of the mission (E/CN.7/L.179/Add.1).¹⁹³ The Secretary-General indicated therein that a precise estimate could not be drawn up, since it would depend on the points of departure of members of the mission and on the amount of travelling to be done in the region (travel to five or six countries was assumed). The

¹⁹³ Information regarding this financial estimate appears in annex IV, below.

figures were based on typical assumptions regarding these points, as well as on the assumption that the mission would require six weeks in the Middle East. The cost was estimated at \$24,900, including \$1,500 for unforeseen contingencies.

427. The observer from the Lebanon expressed doubts that the financial estimate reflected the likely cost of the mission. He pointed out that there were fourteen countries and twenty-six protectorates in the region, and that five or six different languages were involved. He felt that the sums required for travel within the region and for interpreters were inadequate. Also he considered the mission's task could not be completed in six weeks. In his opinion, the final cost of the mission would reach \$60,000 to \$70,000.

428. The representative of the Secretary-General explained that the estimate had been drawn up by the financial services of the Organization on the basis of the text of the draft resolution and of the explanations given by the sponsors. The estimate would be reported to the Council in the usual way.

429. The joint draft resolution was recommended to the Council for adoption by a roll-call vote of 10 to 3, with 2 abstentions.^{194, 195}

430. The representative of Mexico said that he had voted against the draft resolution because he was opposed in principle to a mission with discretionary powers whose activities would be limited to one part of the world. There was a risk that these countries would regard the mission as a discriminatory measure directed against them by the Commission.

431. The representative of Peru had voted against the draft resolution because he favoured postponement of action until the next session.

432. The representatives of India and Iran had voted in favour of the draft resolution because peaceful missions of this kind normally produced good results; they often settled misunderstandings and strengthened the ties of friendship between neighbouring countries.

433. The representative of the United States, who had voted in favour of the draft resolution, stated that his Government strongly recommended that nationals from Lebanon and the United Arab Republic should be appointed to the mission.

¹⁹⁴ At the request of the representative of Turkey, the Commission decided exceptionally to include in its report details of the roll-call vote as follows: *in favour* — Austria, Canada, China, Hungary, India, Iran, United Arab Republic, United States, USSR, Yugoslavia; *against* — Mexico, Peru, Turkey; *abstentions* — France, United Kingdom.

¹⁹⁵ For the text, see annex I, draft resolution VII.

CHAPTER XI

TECHNICAL ASSISTANCE FOR NARCOTICS CONTROL ¹⁹⁶

434. The Commission studied the position as regards technical assistance for narcotics control, both on the basis of reports given by representatives and observers and on the basis of a note prepared by the Secretariat (E/3077-E/CN.7/342).

435. The representative of Iran reviewed the technical assistance in suppressing opium production and opium addiction that had been received by his country. He indicated that technical assistance to the extent of \$104,000 had been received over the preceding two years; that the Iranian Government had spent a very much larger sum in putting its programme of opium prohibition into effect; and that further financial assistance was still needed from the Technical Assistance Administration of the United Nations to accomplish the programme being carried out.

436. The experts sent to Iran by FAO had given valuable advice which had to be put into practice and, for the present, Iran was not in need of further expert advice from that organization. He reported that the Government had paid out more than 200 million rials to the farmers who had been growing poppy, but that that sum fell far short of the losses they had sustained as a result of the ban on opium production.

437. As regards the addiction problem, the representative of Iran pointed out that his country still needed technical assistance in the form of WHO experts, as well as of medical equipment. Assistance was also needed in the information and propaganda field. He likewise urged that ten scholarships should be made available to Iran over the next five years in order that Iranian nationals might be trained to replace foreign experts. He expressed the hope that the technical assistance authorities would favourably examine his Government's requests for this aid.

438. The representative of Iran gave details on the progress that had been made so far. As regards the campaign against addiction, 54 million tablets to help smokers overcome their craving for opium had been distributed, and a publicity campaign had been conducted throughout the country to emphasize the dangers of using opium. The opium content of the tablets had been considerably reduced, since it had been noted that some addicts who had stopped smoking opium were using the tablets as a substitute. Sixty-five thousand, five hundred and sixty-five addicts had received treatment in public hospitals, and in 1957 ten per cent of all hospital beds had been placed at their disposal. In enforcing the narcotics legislation, over 8,000 persons had been prosecuted; 2,627 kg of opium had been seized; and 4,552 opium pipes had been destroyed. All the opium-smoking dens had been closed, and an effective control system had been established to combat illicit traffic. The representative of Iran went on to say that land-owners and farmers had had to abandon cultivation of the opium poppy and to

destroy existing poppy fields. As a result, the areas planted with opium poppy had been reduced by more than 14,000 hectares. Civil servants in Iran had been given medical examinations, and the addicts among them had been dismissed from the service.

439. The representative of Iran added that, despite the stringency of these measures, great difficulties had still to be overcome. Illicit traffic inside the country and coming across the frontiers had not disappeared, and international assistance would be needed in combating it. Opium smuggled into Iran, however, now sold for forty times the price that it had cost before the legislation banning production had come into force. Thus opium had become too expensive for most addicts, and many of them had been cured without medical aid.

440. The Commission's attention was drawn to a report prepared by a WHO expert in Iran. Several members of the Commission felt that this report might be useful to other countries having similar problems. The representative of Iran having no objections to the distribution of this report, the representative of WHO arranged for it to be made available to those participating in the Commission's work.

441. The observer from Thailand also brought the Commission up to date on the situation regarding the technical assistance required by Thailand. In pursuance of one of the recommendations made by a United Nations exploratory mission, his Government had addressed a request to UNTAA for an expert to advise on the administration and co-ordination of its measures against opium addiction and the illicit traffic. This request was then under consideration at Headquarters.¹⁹⁷

442. The representative of Turkey thanked the Government of Canada for the hospitality which it had accorded a Turkish Fellow in the field of the determination of the origin of opium by scientific means, and expressed the hope that a second fellowship might be made available. He considered technical assistance one of the most useful ways of fighting drug addiction and the illicit traffic in narcotics. The representative of Iran thanked the Governments of Canada and the United States for the technical assistance given to Iran.

443. The Commission noted that technical assistance would be required urgently by Afghanistan. This subject has been treated more fully in chapter V.

444. The representative of India explained that preparatory work was going forward in his country, with a view to making the requests for technical assistance for which Council resolution 667 F (XXIV) had paved the way. As regards the request for assistance on modern methods of treating drug addicts, the Government was awaiting the findings of a special working committee

¹⁹⁷ Attention is invited to the further information regarding questions of illicit traffic and drug addiction in Thailand given in chapters III and IV above.

¹⁹⁶ Agenda item 15 (E/CN.7/SR.376, 385, 390, 409).

set up by the Indian Council of Medical Research, which was scheduled to meet in June and July 1958. It would then be able to submit a precise request to WHO for the aid that was needed.

445. With respect to the wild growth of the cannabis plant, the Government felt it would be very difficult to destroy the wild-growing plants throughout the country, since in twelve States they grew over vast territories. However, steps were being taken to examine the possibility of destroying plants in and around the habitable areas where they were easily accessible. In view of this and of India's campaign to suppress the non-medical use of cannabis, the Government did not consider that there was a present need for technical assistance in this field. It would, however, re-examine the question when the various measures for prohibiting the use of ganja and bhang for non-medical purposes had come into effect — that is, in two or three years.

446. The observer from Greece recalled that two years previously his delegation had indicated that two doctors and two other specialists were needed for the treatment of addicts in a special hospital that was being established in the Piraeus. In this connexion, he expressed the hope that the request for technical assistance which had already been made would be granted in the near future.

447. The observer from Morocco informed the Commission regarding preparatory steps that were being taken by his country with a view to requesting technical assistance in pursuance of Council resolution 667 F (XXIV). The Moroccan Ministry of Agriculture had been making a thorough survey of cannabis cultivation in the rather inaccessible provinces of the northern part of Morocco; the merging of the administrations of the two zones of Morocco had been completed only in February 1958. In the past, such cultivation had been permitted and had spread until it constituted the principal means of support of a number of tribes. When the survey had been completed, the Government intended to ask for the assistance of FAO experts in reconverting the land under cannabis cultivation to other crops.

448. The observer from Morocco added that his country had begun the treatment of addicts and hoped, by taking advantage of the experience of other countries and by appealing, if necessary, for technical assistance from WHO, to bring the project to a successful conclusion.

449. The Commission also considered the paper that had been prepared by the Secretariat, in which the assistance rendered in 1957, as well as the requests approved for 1958, was summarized. The paper likewise listed a number of inquiries which had been received from Governments with a view to obtaining technical assistance and which had not yet been followed up by formal requests. In many instances, it was noted, schemes for the suppression of the illicit traffic were more useful to the international community as a whole than to the country seeking technical assistance for this purpose, and the case of Iran was cited as an example of this. Also, narcotics control was a late-comer in the field of technical assistance, and new projects could often be included in a country programme only by dropping others which in

many cases had been long in operation and represented an important investment. Finally, the funds available for the United Nations technical assistance programmes were sufficient for only a minority of the potential projects.

450. The representatives of France, Iran, the United Arab Republic and the United States tabled a draft resolution (E/CN.7/L.178) by which the Commission would request the Economic and Social Council to review the financial arrangements applicable to technical assistance for narcotics control, with a view to enabling the relevant applications for technical assistance to be made by Governments and carried out by the organizations concerned. The resolution also proposed that consideration should be given to the question of a specific amount of money to be made available for technical assistance for narcotics control — for example, by a separate financial allocation or by including an amount for this purpose within an existing separate allocation.

451. The representative of Iran, in introducing this resolution, explained that requests of recognized urgency were sometimes financed from the Working Capital and Reserve Fund of the Technical Assistance Expanded Programme. However, money could be made available from this contingency fund only in the first year of any project; and, under the present arrangements, if the project had to be continued, a place had to be found for it in the general country programme. Thus it sometimes happened that a project could not be completed. Certainly many countries which had expressed the need for technical assistance had not yet begun to receive it, and the authors of the draft resolution had hoped to enable these difficulties to be overcome by the means suggested therein. At present, certain desirable projects, as the paper showed, could not be started at all.

452. The representative of the United Kingdom felt that the problem which the draft resolution proposed to solve was not clear. If the difficulties arose from the fact that Governments, in their country programmes, did not give a sufficiently high priority to requests for technical assistance for narcotics control, it might be of some utility. It seemed, however, that Governments had not included such requests in their country programmes, and it might therefore be more desirable to adopt a resolution drawing the attention of Governments to the advisability of making such requests. It was replied that country programmes were usually compressed by very tight financial limitations, and that older projects often precluded the addition of newer ones, such as those relating to narcotics control. Attention was also drawn to the invitation to Governments contained in Council resolution 626 D (XXII).

453. Concern was expressed that special allocations of funds for specific purposes might prejudice technical assistance in other fields. The efficiency of the programmes as a whole would suffer if the funds were unduly split up. On the other hand, it was mentioned that in several cases special allocations had been approved by the United Nations — for example, those set up for advisory social welfare services, public administration, and advisory services in the field of human rights. The

Commission approved an amendment proposed by India (E/CN.7/L.185/Rev.1) which drew attention to this fact.

454. The Commission adopted the draft resolution, as amended, by 14 votes to none with one abstention.¹⁹⁸

455. In the event that the Economic and Social Council and the General Assembly established some kind of special allocation of funds for technical assistance for narcotics control, as had been recommended by the Commission, representatives wished to draw attention to the fact that the special efforts of the Governments of Afghanistan and Iran to suppress opium production and addiction, and the sacrifices which this had entailed, would entitle those countries to very high priority in the granting of assistance under the new arrangements.

456. The Commission learned with interest of the plans for a seminar which was being organized by ICPO. The twenty-sixth General Assembly of ICPO had unanimously approved the organization of an international train-

ing course for officials dealing with the suppression of the illicit drugs traffic, to be carried out in consultation with UNTAA.¹⁹⁹ In arranging for this seminar, ICPO had obtained the services of competent specialists and had carefully selected the subjects to come under discussion, emphasizing practical methods for combating illicit traffic. Officials of any administration taking part in the campaign against the illicit traffic were eligible to participate in the seminar, and the representative of ICPO suggested that Governments should take the necessary steps to obtain fellowships, for which UNTAA was prepared to entertain applications. The seminar was scheduled for the period between 10 March and 15 April 1959.

457. The observer from Laos said he would inform his Government about the possibilities of technical assistance for narcotics control and, in particular, hoped that it would be possible for his country to participate in the ICPO seminar.

¹⁹⁸ See annex I, Commission resolution II.

¹⁹⁹ Details may be found in E/CN.7/L.175.

CHAPTER XII

THE PROPOSED SINGLE CONVENTION ON NARCOTIC DRUGS²⁰⁰

458. In compliance with Economic and Social Council resolution 667 E (XXIV), the Commission gave priority to its work on the proposed Single Convention on Narcotic Drugs. It devoted to this task all or part of nineteen meetings, and succeeded in completing the review of those articles of the second draft of the Single Convention which it had not revised at its twelfth session.²⁰¹

459. The Commission appointed a Drafting Committee composed of Mr. Curran (Canada), Mrs. Gömöri (Hungary) and Mr. Raj (India) to prepare a revised text of these articles in accordance with decisions taken during a first reading. This Committee held thirteen meetings, under the chairmanship of Mr. Curran, and submitted eight reports to the Commission.²⁰² The final text of articles 1, 2, paragraph 1 (a), 21-22 and 28-58 of the draft treaty, as reproduced in annex V to the present report, was adopted by the Commission in plenary meeting during a second reading.

460. The Commission considered the further procedure for the adoption of the draft Convention. It held that the views of those Governments which had not participated in the preparation of the draft should be obtained and that, in view of the comprehensive character of the proposed treaty, which involved all aspects of international narcotics control (economic, social, health, legal and administrative), ample time should be given them to make their comments.

461. In the light of the Commission's discussion, the Rapporteur prepared a draft resolution (E/CN.7/L.205) by which the Commission would transmit the revised text of the draft Single Convention to the Economic and Social Council for such further action as the Council might wish to take. The Commission would, further, recommend the adoption of a resolution whereby the Council would request the Secretary-General to transmit the draft (i) to all States Members of the United Nations and States members of the specialized agencies and of the International Atomic Energy Agency; or, alternatively, (ii) to all States Members of the United Nations and non-member States parties to at least one of the existing multilateral treaties on narcotic drugs; or, alternatively, (iii) to all States; and also to WHO, to other specialized agencies, to the International Atomic Energy Agency, to PCOB and DSB, and to ICPO.

462. Under this resolution, it was proposed that the Council should invite these States and organizations to transmit their comments to the Secretary-General not later than 1 October 1959, and request him to prepare a compilation of the comments received by 1 November 1959 and to communicate it to the same States and organizations. The Secretary-General would also be requested (i) to convene a plenipotentiary conference for the adoption of the Single Convention within a reasonable period after the compilation of comments had been sent out; (ii) to invite the above-mentioned States and organizations to the Conference; and (iii) to prepare provisional rules of procedure therefor.

463. The Commission discussed the several alternatives as regards the States to which the draft Single Con-

²⁰⁰ Agenda item 5 (E/CN.7/SR.379, 391, 393, 395-408, 411, 412).

²⁰¹ E/CN.7/AC.3/7 and Corr.1: articles 1, 21, 22, 28-60, paras. 1-50, 163-184, 259-662.

²⁰² E/CN.7/L.192, 194, 196, 198, 200-203.

vention should be submitted for comments and which should be invited to attend the Conference. It was pointed out that the first alternative was most in accordance with United Nations policy and that the Commission should not change that policy. The representatives of Canada, China, Iran, Mexico, Peru, Turkey, the United Kingdom and the United States supported this viewpoint.

464. The representative of the USSR did not agree that the draft Single Convention should be communicated only to States Members of the United Nations, of the specialized agencies and the International Atomic Energy Agency. He felt that the third alternative, by which the draft would be sent to all States, was the best one. Furthermore, the USSR representative considered it essential that the conference of plenipotentiaries should be authorized to invite any State to participate in its work. The representative of Yugoslavia pointed out that the Commission had always emphasized that its main task was to make the control of narcotic drugs world-wide; therefore, it was only logical that the draft Single Convention should be transmitted to all States for comment. The representatives of Hungary and India supported these views.

465. A proposal by the USSR for the adoption of the third alternative was rejected by 9 votes to 4, with 1 abstention. A United Kingdom proposal on behalf of the first alternative was then adopted by the Commission by 10 votes to 3, with 2 abstentions. A USSR proposal that the Conference should be authorized to invite Governments and organizations not specifically mentioned in the resolution to participate in its work was subsequently rejected by 9 votes to 4, with 1 abstention.

466. The Commission decided to insert additional clauses in the draft resolution asking the Secretariat to circulate the compilation of comments to the States and organizations concerned not later than the end of 1959 and recommending that the conference should be called in the light of the time-limits provided in the resolution for the transmission of comments and for the communication of the compilation.

467. The Commission adopted the draft resolution, as amended, by 14 votes to none, with 1 abstention.²⁰³ The representative of Yugoslavia said he had abstained from voting because he considered the draft resolution was a backward step in narcotics control. The representative of the USSR explained that, while he had voted in favour, he considered that the limitation of the number of Governments which were called upon to make comments on the draft treaty and to participate in the conference discriminated against certain States and violated the basic principle of universality on which the effective control of narcotic drugs was founded.

468. The Commission also requested the Secretariat to draft schedules of drugs which would be subject to different regimes under the new Convention and to communicate these schedules to Governments as soon as they had been prepared. The Secretariat should also indicate which additional terms used in the draft treaty needed definition.

²⁰³ See annex I, Commission resolution III.

* * *

469. The Commission's work on the Single Convention commenced at the fourth session pursuant to Council resolution 159 II D (VII). Under the terms of this resolution, as supplemented by Council resolution 246 D (IX), the Single Convention should replace all the existing multilateral treaties in the field, reduce the number of the international treaty organs exclusively concerned with the control of narcotic drugs from three to two, and extend full international control to the raw materials of narcotic drugs. The Commission worked on this assignment from its fourth to its thirteenth sessions. After having established at its fourth session the principles on which the Single Convention should be based,²⁰⁴ it carried out its drafting work during nine annual sessions, from its fifth to its thirteenth,²⁰⁵ in the course of which three different drafts were considered.²⁰⁶ The Commission could devote only a part of its time to the work on the Single Convention, since it had to continue its functions under the existing narcotics treaties which did not permit delay without serious harm to international narcotics control. This, as well as the comprehensive character of the proposed new treaty involving all the manifold aspects of narcotics control, was relevant to the length of time needed by the Commission to complete its task.

470. The Commission considers that it has carried out the instructions of the Council. Under the terms of the new treaty, the present Permanent Central Opium Board and Drug Supervisory Body would be replaced by a single organ. The production of opium, poppy straw, coca leaves, cannabis and cannabis resin would be brought under full international control. The remaining non-medical use of narcotic drugs, such as opium-smoking and eating, misuse of cannabis and coca leaf chewing would be outlawed after a fixed period of transition. The existing treaty law laid down at present in nine treaties would be codified in a single treaty.

471. The Commission was, however, fully aware that not all provisions of the new draft treaty would be welcomed equally by all Governments. Some of the provisions constituted compromises; several remained controversial in the Commission; and it was to be expected that the opinions of Governments not represented on the Commission would be similarly divided. The Commission wishes to call the attention of the Council to some of the questions which have given rise to considerable differences of opinion.

²⁰⁴ Report, Fourth Session, section 12.

²⁰⁵ Report, Fifth Session, paras. 64-144; Report, Sixth Session, paras. 67-73; Report, Seventh Session, paras. 72-103 and annex C; Report, Eighth Session, paras. 93-163 and annex C; Report, Ninth Session, paras. 59-91 and annex D; Report, Tenth Session, paras. 73-158 and annex D; Report, Eleventh Session, paras. 188-243 and annex IV; Report, Twelfth Session, paras. 432-440 and annex VI; and annex V to the present report.

²⁰⁶ First draft, E/CN.7/AC.3/3; second draft, E/CN.7/AC.3/7 and Corr.1; third draft: Report, Twelfth Session, annex VI; and annex V to the present report. Other draft texts appear in E/CN.7/AC.3/6. Subsequent references are to the third draft, of which articles 2-20 and 23-27 appear in Report, Twelfth Session, annex VI, and articles 1 para. 1 (a), 21-22 and 28-58 in annex V below.

Mandatory prohibition of particularly dangerous narcotic drugs

472. Under the new treaty, the Commission on Narcotic Drugs would be authorized to require parties to prohibit particularly dangerous narcotic drugs without specific and substantial therapeutic advantages, except for small amounts for medical and scientific research, including controlled clinical experiments.²⁰⁷ The majority of the Commission considered such a provision necessary to reduce the incidence of drug addiction of therapeutic origin. Other members of the Commission held the view that such a measure might impede medical progress and would constitute an unwarranted interference with the freedom of medical practice. They proposed that decisions of the Commission to prohibit narcotic drugs should not be binding upon parties, but should have only the character of recommendations.

Mandatory use of international non-proprietary names

473. Under the new treaty, parties would be bound to require the use of international non-proprietary names for narcotic drugs in printed or written offers, all kinds of advertisements, descriptive literature, labels, etc.²⁰⁸ The majority of the Commission considered that such a measure would not only simplify the tasks of control officers, but would also alert the members of the medical profession, as well as the users, to the dangerous character of the narcotic substances offered for sale. It would become less probable that the drugs in question would be prescribed without full knowledge of their addiction-producing character. Other members of the Commission and the representative of WHO, while recognizing the value of the use of international non-proprietary names for narcotic drugs, suggested that a mandatory system would not be feasible, at least for the time being. They referred to the difficulties of a linguistic or legal nature which Governments would encounter if they were compelled to require the use of every international name prescribed by an international organ. The necessary changes in their national legislation relating to trade names and trade marks could not be made without serious interference with well acquired private rights, and would thus be inconsistent with important principles of their legal systems.²⁰⁹

Estimates of harvests of opium, poppy straw, coca leaves and cannabis and of the areas cultivated for the production of these substances

474. Under the existing regime of international narcotics control, Governments are required to furnish annual estimates of their requirements of manufactured narcotic drugs. The maximum amounts which Governments may manufacture or import are computed on the basis of these estimates.²¹⁰ Under the terms of the Single Convention, this system would be extended to non-manufactured narcotic drugs — i.e., to opium, poppy straw,

coca leaves and cannabis,²¹¹ thus permitting the computation of import maxima. In addition, the Single Convention would require parties to furnish annual estimates of the harvest they expected of these agricultural products, as well as of the areas which were to be cultivated to obtain the harvest.²¹² Such estimates would not, and because of their nature as estimates of unpredictable harvests could not, be used as a basis for establishing the maxima of the amounts of opium, poppy straw, coca leaves and cannabis which parties would be permitted to import. The amounts to be harvested also could, of course, not be determined in advance by this method. Several members of the Commission referred to this difference between estimates of drug requirements and the estimates of harvests and cultivated areas, and expressed the view that the latter had no value from the viewpoint of narcotics control and thus constituted an unnecessary burden upon Governments. They mentioned in particular that they would be unable to furnish advance estimates of the harvest of poppy straw²¹³ and cannabis and of the areas cultivated therefor.

Control of the production of poppy straw

475. Under the terms of the Single Convention the "production" (harvest) of poppy straw intended for the manufacture of opium alkaloids would be subject to the same regime as the "production" (harvest) of opium.²¹⁴ A country which would permit the cultivation of the opium poppy for the production of such straw would thus be required to establish a national agency²¹⁵ which would designate the plots of land on which the cultivation would be permitted, license the cultivators and have the exclusive right of acquiring the poppy straw crop, of wholesale and international trade in the straw and, in general, of holding wholesale stocks thereof.

476. Several members of the Commission declared that they could not accept such a system of control for poppy straw. They stated that the poppy straw was only a by-product, that the opium poppy was cultivated either for the opium or for the seeds, but never exclusively for the straw. Where the plant was cultivated for the seeds the danger of abuse did not arise. Furthermore, it was impossible to control the numerous small cultivators engaged in the cultivation of the plant for seeds and to collect the straw from them. Moreover, because of the comparatively large amounts of straw needed for the manufacture of morphine, the straw could not be used in clandestine manufacture and thus did not appear in the illicit traffic.

477. On the other hand, it was pointed out that poppy straw was a very dangerous substance by itself, as could

²⁰⁷ Article 2, para. 1 (e) in connexion with article 3, para. 3. See also article 2, para. 1. (a), in annex V, below.

²⁰⁸ Article 42, para. 3.

²⁰⁹ See also chapter II, paras. 83-87.

²¹⁰ Articles 5, 6 and 12 of the 1931 Convention.

²¹¹ Articles 29 and 30, together with article 1 (k) and Schedule I. For a different kind of estimate relating, *inter alia*, to such non-manufactured narcotics, see article 21 of the 1925 Convention.

²¹² Article 29, para. 1 (a), together with article 1 (k) and 1 (x) and Schedule I. For estimates of opium harvests and of the cultivated area, see article 8 of the 1953 Protocol.

²¹³ Poppy straw is defined in article 1 (v) as all parts (except the seeds) of the opium poppy, after mowing, which are intended for the manufacture of opium alkaloids.

²¹⁴ Articles 32-35.

²¹⁵ Article 32.

be shown by the fact that addicts sometimes consumed concoctions made from poppy capsules. Similar difficulties attended the control of the production of opium without the conclusion being drawn that such control was impossible. It could also be expected that clandestine manufacturers would use uncontrolled poppy straw as a raw material as soon as opium became unavailable because of strict control.

Limitation of the numbers of producers for export

478. Under the terms of the Single Convention, only such countries would be permitted to produce for export opium, poppy straw (intended for the manufacture of opium alkaloids), coca leaves and crude cocaine as are expressly listed in the treaty to this end.²¹⁶ Crude cocaine made from leaves exported in accordance with this treaty arrangement could also be imported. The majority of the Commission held that such a restriction of the number of countries producing for export was essential for the limitation of the world's supplies of narcotic drugs, and in particular of opium, to the amounts required for medical and scientific purposes and was thus required for effective narcotics control. Other members thought that such a restrictive measure was not necessary for control purposes, was based on the existing economic situation without consideration of changes which might occur in the world pattern of production and international trade, and might in the future lead to serious shortages of drugs.

Maximum stocks of opium and poppy straw

479. The Single Convention provides that the opium and poppy straw stocks of parties should not exceed certain maximum amounts. These maxima would be computed in accordance with certain rules laid down in the treaty.²¹⁷ The Commission adopted these provisions as an indirect method for limiting the production of opium (and poppy straw) to the quantities required for medical and scientific purposes. Some members of the Commission considered, however, that the quantitative limitation of such stocks was superfluous and that the provisions of the Single Convention requiring Governments to exercise control over stocks of narcotic drugs were sufficient.

Enforcement measures

480. In order to enforce certain aspects of the quantitative control of narcotic drugs, PCOB may, under the terms of the existing narcotics regime,²¹⁸ recommend an embargo on narcotics exports to the country or territory concerned. Under the Single Convention,²¹⁹ such an embargo may, under similar conditions, not only be recommended but also imposed in a mandatory manner. The mandatory embargo would be subject to an appeal to a special appeal committee. The majority of the Commission considered that such an extension of the embargo system would strengthen international narcotics control.

²¹⁶ Articles 33 and 38.

²¹⁷ Article 34.

²¹⁸ Articles 24 and 26 of the 1925 Convention, and article 14, para. 3, of the 1931 Convention.

²¹⁹ Article 23, para. 4.

Other members of the Commission held, however, that the possibility of recommending an embargo was sufficient, and that provision for a mandatory embargo with a complicated appeal procedure did not add materially to the effectiveness of narcotics control. It was undesirable to establish a special appeal machinery and to complicate the text of the treaty by provisions of little, if any, practical value.

481. The Single Convention would also authorize an international organ to undertake, with the consent of the Government concerned, a "local inquiry" in order to elucidate the drug situation in a given country or territory.²²⁰ Several members of the Commission considered that such a provision was without value for control purposes, and was inconsistent with the constitutions of several States. It was, moreover, pointed out that a similar provision of the 1953 Protocol²²¹ had prevented some States from accepting this treaty, and that the inclusion in the Single Convention of the provision for the local inquiry might have the same effect.

Penal provisions

482. In view of the different principles applied in different countries in establishing criminal jurisdiction, the possibility exists that illicit traffickers may escape prosecution. The Commission considered it necessary to include in the Single Convention provisions requiring parties to mete out severe punishment to illicit traffickers and to take measures (extradition, assumption of jurisdiction over crimes committed abroad) intended to avoid gaps in criminal jurisdiction over such traffickers.²²² The Commission tried to arrive at a compromise between conflicting national principles. It was well aware that the provisions it drafted were somewhat vague, but it chose to do so in order to make the penal provisions of the Single Convention more generally acceptable than were those of the 1936 Convention. The Commission, however, did not exclude the possibility that some of the penal provisions of the Single Convention might still have to be adjusted in the light of the views of Governments which had not participated in the preparation of the draft treaty.

Treatment of drug addicts

483. The Single Convention provides that parties which have a serious problem of drug addiction and sufficient economic resources should use their best endeavours to establish facilities for the compulsory treatment of drug addicts in closed institutions.²²³ In proposing such a provision the Commission confirmed its policy of rejecting methods of ambulatory treatment (including the so-called clinic method) of drug addiction.²²⁴ Some members of the Commission, while not doubting the general value of treatment of drug addicts in closed institutions, expressed doubts as to the advisability of including

²²⁰ Article 23, para. 1 (a).

²²¹ Article 11, para. 1 (d).

²²² Article 46.

²²³ Article 48.

²²⁴ Report, Tenth Session, para. 225, and Council resolution 588 E (XX).

such a specific provision. These doubts referred on the one hand to the constitutional difficulties which some countries of a federal character might experience in implementing such a provision and, on the other to the consideration that, in as much as the treatment of drug addicts involved medical responsibilities, it might unduly impede the development of improved treatment procedures in the future if the Single Convention limited treatment to that provided in closed institutions only.

General clauses

484. The Commission was well aware that there might be differences of opinion on the present text of the general clauses²²⁵ of the Single Convention. It considered, however, that the political and legal questions involved were outside its technical competence, and that their solution would better be left to the plenipotentiary conference which would be called for the consideration of the draft treaty. There were, however, some specific questions which the Commission had discussed and to which it wishes to call the attention of the Council and of Governments.

(a) Amendment clauses

485. The draft Convention provides, *inter alia*, for amendment of its provisions by the Commission, subject to approval by the Economic and Social Council, and to the right of each party to reject the amendment and thus to avoid being bound thereby. An amendment so adopted would also be defeated if it were rejected by twenty-five or more parties.²²⁶

486. The Commission had the benefit of the views of a number of Governments²²⁷ and noted that many of them rejected the idea of amendment by the Commission, while others wished to limit the amendment power of the Commission to minor provisions. The Commission was of the opinion that the Single Convention should not provide the Commission with general authority to amend the Convention. This should, however, not affect such minor changes as the Commission, under the present text, would be authorized to make either by itself or in co-operation with the International Narcotics Control Board — e.g., changes modifying the contents of the drug schedules or the items for which Governments would have to furnish statistics or estimates.²²⁸

487. The view was also expressed that provision should be made for a procedure to screen amendment proposals on the lines of article 33 of the 1931 Convention or otherwise, before action was taken on them.²²⁹

(b) Reservations

488. The provisions of the Single Convention relating to reservations²³⁰ would permit parties to reserve the right to allow, under closely defined conditions, for a transitional period of limited duration, such non-medical

use of narcotics as opium eating, opium smoking and coca leaf chewing. The Commission considered that such transitional provisions were necessary to enable countries to overcome the difficulties involved in abolishing these undesirable practices. It was also aware that the Single Convention codifying all the multilateral treaty law in the field incorporated provisions such as those of the 1936 Convention which were not generally acceptable. It did not decide whether or to what extent this problem could be solved by the admission of relevant reservations. The draft provisions on reservations contain, therefore, alternatives which in differing degrees would admit reservations. Several members of the Commission, however, expressed the view that any restriction on the right of parties to make reservations would be incompatible with existing principles of international law.

(c) Transitional provisions relating to the international control organs

489. It is to be expected that after the entry into force of the Single Convention there will be two sets of treaty relations in the field of narcotic drugs, one under the old treaties and another under the new Single Convention.

490. Provisions should therefore be made for avoiding the double expense of maintaining simultaneously the old and the new international control machinery for a period which might last for a number of years.

491. The Single Convention provides in this connexion²³¹ that the present PCOB and DSB should provisionally — i.e., until a date set by the Economic and Social Council — perform the functions of the International Narcotics Control Board (i.e., of the organ which under the terms of the new treaty would replace both PCOB and DSB). From that date the new Board would be charged with performing its control functions under the new treaty as well as the functions of PCOB and DSB under the old treaties. The Commission was informed that this arrangement was based on the assumption that before setting the date the Council, being the appointive body of the new Board as well as of the present PCOB, would ensure that the eight members of the PCOB would simultaneously be members of the new Board composed of nine persons. It was also assumed that the appointive organs of DSB — i.e., WHO, PCOB and the Commission — would arrive at appropriate understandings along the lines of Council resolution 667 H (XXIV), whereby all the members of DSB would be chosen among the members of the new Board. By such a system of personal union the nine members of the new Board could, when necessary, adopt decisions which had legal effects under the old treaties as well as under the new Convention.

492. Some members of the Commission expressed doubts on the legality of an arrangement by which an organ established under a new treaty would take over

²²⁵ Articles 49-58.

²²⁶ Article 55.

²²⁷ E/CN.7/308 and Adds. 1 and 2.

²²⁸ Article 3 and article 12 (c) (ii).

²²⁹ See footnote 37 relating to article 55 in annex V.

²³⁰ Article 57.

²³¹ Article 53. The earlier draft (article 55 of E/CN.7/AC.3/7) did not refer to DSB; see also E/CN.7/AC.3/5, paras. 371-372 and 1301-1303.

functions of international organs established under different treaties, unless the parties thereto consented.²³²

Overlapping functions of international control organs

493. There exist at present three treaty organs exclusively concerned with international narcotics control: the Commission, which has in principle general authority of control, and PCOB and DSB, which have specific functions mainly related to quantitative control measures. The attention of the Commission was drawn by the representative of the Secretary-General to the fact that under the Single Convention the new International Narcotics Control Board, taking the place of the present

²³² See E/CN.7/L.195.

PCOB and DSB, would have considerable supervisory functions of a general nature liable to lead to overlapping with the work of the Commission.²³³

Material identity of most provisions of the Single Convention with existing treaty law

494. While a number of new provisions of a more or less controversial nature were included in the Single Convention, the Commission wished to emphasize that most draft provisions reproduced existing treaty law relating to narcotic drugs and, in its opinion, would thus generally be as acceptable as the provisions in force.

²³³ e.g. article 12, introductory sentence and sub-paragraph (d) in connexion with article 23 (introductory paragraph) and article 20 (g).

ANNEX I

RECOMMENDATIONS OF THE COMMISSION TO THE ECONOMIC AND SOCIAL COUNCIL

(NOTE: The figures in parentheses after each resolution refer to the relevant chapters and paragraphs of the report).

1. The Commission decided to recommend to the Economic and Social Council the adoption of the following resolutions:

I. PUBLICITY ON NEW NARCOTICS

The Economic and Social Council,

Considering the growing number of new strong analgesics that come into medical use each year,

Concerned over the frequent declarations by manufacturers or in the Press that one or another of these drugs is not addiction-producing,

Recalling the great harm in terms of human suffering arising out of similar claims made with regard to such drugs as heroin and pethidine,

Urges Governments to keep a close watch over the publicity given to new narcotic drugs, and in particular to ensure, so far as possible, that claims of this kind are based only on careful and comprehensive clinical tests.
(II, para. 106.)

II. NATIONAL CONTROL OF NORMETHADONE

The Economic and Social Council,

Observing that the World Health Organization, in its study on the potency, side-effects and addiction liability of synthetic narcotics (E/CN.7/325), found that the addiction-sustaining dose of the new synthetic narcotic, normethadone, equalled that of morphine and that the drug may thus be regarded as equally dangerous as morphine,

Noting that this drug came under international control in November 1954 following a recommendation to this effect by the WHO Expert Committee on Addiction-producing Drugs,

Learning that normethadone is coming into general use in some countries,

Urges all countries that have not yet done so, and in particular such countries as are manufacturing and exporting normethadone, to place that drug under national control.
(II, para. 144.)

III. ESTIMATES

The Economic and Social Council,

Aware of the importance of the estimate system established under the 1931 Convention in controlling the licit trade in narcotic drugs,

Recalling its resolution 588 B IV (XX) which drew attention to the question of defective estimates,

Noting that the Drug Supervisory Body is still lacking the full co-operation of some countries, and that this situation hampers it in carrying out its duties,

1. *Again urges* all Governments to indicate, when they send in their estimates, the method they have used in calculating them, either directly or by referring to an earlier communication in which the method has been described;

2. *Reminds* all Parties to the Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, signed at Geneva, on 13 July 1931, as amended by the Protocol signed at Lake Success on 11 December 1946, that they have undertaken (article 5 thereof) to furnish the explanations that may be required by the Drug Supervisory Body;

3. *Draws attention* to the frequently encountered defects in consumption and stock estimates mentioned in sections IV, 3, and IV, 4, of the Drug Supervisory Body's 1958 statement (E/DSB/15).
(II, para. 112.)

IV. PROVISIONAL SAFEGUARDS FOR THE CARRIAGE OF NARCOTIC DRUGS IN FIRST-AID KITS OF AIRCRAFT ENGAGED IN INTERNATIONAL FLIGHT

The Economic and Social Council,

Having been requested by the Secretary-General of the International Civil Aviation Organization to consider the problem of the carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight,

Having been advised by the Commission on Narcotic Drugs that the carriage of such drugs on international flights should be permitted, under proper safeguards and controls, for use in an emergency,

Intending to give further consideration to the problem of formulating guidance to Governments on the regime of control needed for this purpose,

Considering that, in the meantime, Governments should take steps to prevent the diversion to illicit purposes of such drugs,

1. *Recommends* Governments to take all necessary measures to prevent the misuse and diversion for illicit purposes of narcotic drugs carried in first-aid kits of aircraft engaged in international flight, in particular by ensuring that such drugs are kept in sealed or locked

containers to which only authorized persons have access, that adequate records of supply and use, and of stocks, of narcotic drugs are maintained by the airline companies concerned, and that such records and stocks are subject to regular inspection;

2. *Invites* the World Health Organization to study the medical aspects of such carriage of narcotic drugs and to report thereon to the Secretary-General as soon as conveniently possible;

3. *Requests* the Secretary-General to invite the views of the International Criminal Police Organization on the safeguards which should be taken to prevent the diversion of such drugs for illicit purposes;

4. *Requests* the Secretary-General to prepare, in the light of the report mentioned in paragraph 2 and in consultation with the secretariats of the International Civil Aviation Organization and the World Health Organization, if possible for consideration by the Commission on Narcotic Drugs at its fourteenth session, a draft set of rules which should govern the carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight;

5. *Invites* the Commission on Narcotic Drugs to consider the draft rules referred to in the preceding paragraph and to advise the Economic and Social Council as to whether these rules with such modifications as the Commission may consider appropriate, should be recommended to Governments for application;

6. *Requests* the Secretary-General to submit to the Commission, for its fourteenth session, a legal opinion on the carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight in the light of the provisions of chapter V of the International Opium Convention signed at Geneva on 19 February 1925, as amended by the Protocol of 11 December 1946.

(II, paras. 164, 166.)

V. PREVENTION OF DRUG ADDICTION

The Economic and Social Council,

Recalling its resolution 588 E (XX),

Recalling with satisfaction the work accomplished by the World Health Organization Study Group on the Treatment and Care of Drug Addicts,¹

Noting that important progress is being made toward understanding the nature of drug addiction and in the development of methods of treatment of addicts,

Considering that additional studies on problems of drug addiction would be useful, and that the World Health Organization has begun preparations for a study group on the prevention of addiction,

Expresses the hope that the World Health Organization will take, as soon as possible, the necessary steps to present its report on the prevention of addiction.

(IV, para. 288.)

¹ WHO Tech. Rep. Ser., No. 131.

VI. PROHIBITION OF OPIUM PRODUCTION IN AFGHANISTAN

The Economic and Social Council,

Having noted that Afghanistan, which was formerly an important opium-producing country, has adopted the law of Kaus 2, 1336, concerning the prohibition of cultivation, trade, purchase, sale, import, export and use of opium in Afghanistan (E/NL.1958/13; law of 24 November 1957),

Welcoming this policy, and at the same time recognizing that it entails serious economic and social consequences for a considerable proportion of the population of the region formerly occupied in opium cultivation; and that assistance is required both in respect of the immediate emergency and the long range development involved,

Recalling with gratification the response of Afghanistan to the invitations regarding the 1925 and 1931 Conventions contained in resolution II B (XI) of the Commission on Narcotic Drugs,

Recognizing that the success of Afghanistan in this field requires international co-operation,

Recognizing that technical assistance is a useful means of aiding in the execution of the policy incorporated in the above-mentioned law,

Recalling the interest in this question expressed by the General Assembly and the Council itself,

1. *Expresses* its sense of the significance of the policy adopted by Afghanistan and its hope that Afghanistan will succeed in accomplishing the tasks it has undertaken;

2. *Draws the attention* of the General Assembly, of the specialized agencies concerned, and especially of the relevant technical assistance organs, to the importance, in relation to the economic and social development of Afghanistan, of the successful and speedy achievement of these aims.

(V, para. 313.)

VII. MIDDLE EAST NARCOTICS SURVEY MISSION

The Economic and Social Council,

Having regard to the volume of the illicit traffic in narcotics (in particular, opium, cannabis and their narcotic derivatives), as shown in the reports transmitted by Governments in the region, and to the emergence of serious problems regarding such illicit traffic,

Considering that the situation calls for increased effectiveness of measures to combat the illicit traffic, and particularly for improved co-operation between the Governments of the countries concerned in the region and their enforcement authorities,

Believing that further examination of the problems involved and of practicable means of solving them is required,

1. *Requests* the Secretary-General to appoint a mission of not more than five members, chosen for their knowledge of the type of problems concerned and of enforcement work, to serve as individual experts; and to provide the

Secretariat and make administrative arrangements for the work of the mission;

2. *Requests and authorizes* the mission, acting as such, in consultation with and with the consent of the Governments concerned, to examine and consider the problems involved, and in particular:

(i) To inform itself of the situation, by information transmitted by Governments and by the Secretariat, by discussion with representatives of the Governments concerned, and by visits to countries in the region where major problems exist in this field;

(ii) To discuss with the Governments their views and suggestions regarding the improvement of the situation;

(iii) Having regard to the need for preserving the confidential character of certain kinds of information in this field, to make communications for the consideration of individual Governments, or of groups of Governments, which would be kept confidential as between the mission and the Government or Governments concerned;

(iv) Subject to the preceding paragraph, to make a report, to be transmitted to the Commission on Narcotic Drugs at its fourteenth session, on such general matters and suggestions within this field as the mission may consider desirable;

(v) To make, to those Governments that may request it, suggestions on the ways, within the framework of present technical assistance programmes and such modifications as the Council may make in them, in which technical assistance may be used to increase the effectiveness of measures against the illicit traffic and, if the mission considers it desirable, to report to the Commission on this subject. (X, para. 429.)

* * *

2. The Commission addressed the following resolutions to the Council:

I. PLACE OF MEETING OF THE FOURTEENTH SESSION OF THE COMMISSION

The Commission on Narcotic Drugs,

Noting General Assembly resolution 1202 (XII) calling for the meetings of United Nations bodies to be held at the established headquarters of the bodies concerned —i.e., Geneva as regards the Commission on Narcotic Drugs,

Noting the exception concerning the Commission on Narcotic Drugs, which provides, in part:

“(ii) A session of the Commission on Narcotic Drugs may, in exceptional circumstances, and by decision of the Economic and Social Council in consultation with the Secretary-General, be held in New York”.

Considering that the matters coming within the Commission's competence hold a special interest for Member States in the western hemisphere,

Considering that holding a meeting at New York would enable a greater number of technical experts from the States of the western hemisphere to attend and reply to questions from the Commission regarding the control of the illicit traffic in narcotic drugs,

Considering that one of the major markets for the illicit traffic is North America and that it is valuable in combating this traffic to have an informed public opinion,

Considering that Press coverage of a meeting at United Nations Headquarters at New York is much more extensive than that at European Headquarters at Geneva, thus bringing the work and objectives of the Commission to the attention of the public, not only of North America but of the world,

Recommends to the Economic and Social Council and the Secretary-General that the fourteenth session of the Commission on Narcotic Drugs be held at the permanent Headquarters of the United Nations at New York.

(I, para. 44.)

II. TECHNICAL ASSISTANCE FOR NARCOTICS CONTROL

The Commission on Narcotic Drugs,

Believing that technical assistance rendered by the United Nations and the specialized agencies can be of substantial help to Governments in increasing the efficiency of their measures to control the production of narcotics, progressively to eliminate drug addiction, and to suppress the illicit traffic,

Noting that a number of Governments have expressed their interest in receiving such assistance, as reported in document E/3077, but have not been able, in many cases, to include the relevant applications in their annual country programmes under the regular and expanded programmes of technical assistance,

Having regard to the fact that a number of the measures concerned would benefit the international community as much as or more than the applicant Governments,

Having regard to the establishment in earlier years, of separate facilities for provision of technical assistance services, e.g., advisory social welfare services, public administration, and advisory services in the field of human rights,

1. *Requests* the Economic and Social Council to review the financial arrangements applicable to technical assistance for narcotics control, with a view to enabling the relevant applications for technical assistance to be made by Governments and carried out by the organizations concerned;

2. *Suggests* that, in particular, consideration should be given to the question of a specific amount to be made available for technical assistance for narcotics control, for instance by way of a separate financial allocation, or by including an amount for the purpose within an existing separate allocation. (XI, para. 454.)

III. THE PROPOSED SINGLE CONVENTION ON NARCOTIC DRUGS

The Commission on Narcotic Drugs,

Having completed the draft of a Single Convention on Narcotic Drugs pursuant to resolutions 159 II D (VII) and 246 D (IX) of the Economic and Social Council,

1. *Decides* to transmit to the Council the revised text of the draft Convention adopted at the Commission's twelfth and thirteenth sessions (annexes VI and V of the respective reports) for such further action as the Council may wish to take;

2. *Recommends* the adoption by the Council of the following resolution:

"The Economic and Social Council,

"Recalling its resolutions 159 II D (VII) and 246 D (IX) requesting the preparation of a draft of a Single Convention in order to replace by a single instrument the existing multilateral treaties relating to the control of narcotic drugs, to reduce the number of international treaty organs exclusively concerned with such control and to make provision for the control of the production of raw materials of narcotic drugs,

"Noting that the Commission on Narcotic Drugs has completed such a draft,

"1. Requests the Secretary-General to transmit the draft of the Single Convention adopted by the Commission at its twelfth and thirteenth sessions to all States Members of the United Nations and States members of the specialized agencies and of the International Atomic Energy Agency, to the World Health Organization, other specialized agencies, the International Atomic Energy Agency, the Permanent Central Opium Board and Drug Supervisory Body, and to the International Criminal Police Organization;

"2. Invites the States and organizations referred to in paragraph 1 to transmit to the Secretary-General their comments on the draft not later than 1 October 1959;

"3. Requests the Secretary-General to prepare, and to communicate to these States and Organizations by 31 December 1959, a compilation of the comments received by the Secretariat by 1 November 1959;

"4. Decides to convene, in accordance with article 62, paragraph 4, of the Charter of the United Nations, and with the provisions of General Assembly resolution 366 (IV), a plenipotentiary conference for the adoption of a Single Convention on Narcotic Drugs to replace the existing multilateral treaties in the field;

"5. Requests the Secretary-General:

"(a) To call such a conference within a reasonable period, in the light of the time-limits mentioned in paragraphs 2 and 3 above;

"(b) To invite to the conference:

- (i) The States mentioned in paragraph 1 above;
- (ii) The World Health Organization and other specialized agencies interested in the matter, with the

same rights as they enjoy at sessions of the Economic and Social Council;

(iii) The Permanent Central Opium Board and Drug Supervisory Body, with the same rights as these two organs enjoy at sessions of the Commission on Narcotic Drugs;

(iv) The International Criminal Police Organization, with the same rights as this Organization enjoys at sessions of the Commission on Narcotic Drugs;

"(c) To prepare provisional rules of procedure for the conference."
(XII, para 467.)

* * *

3. The Commission decided to recommend the following order of priority in the field of narcotic drugs:

FIRST PART

Continuing functions

First priority

- (a) Functions arising out of the implementation of the existing international treaties on narcotic drugs.

SECOND PART

Continuing projects

First priority

- (b) Scientific research on opium
- (c) Drug addiction
- (d) The problem of synthetic narcotic drugs
- (e) The problem of cannabis
- (f) The problem of the coca leaf
- (g) The question of khat
- (h) United Nations *Bulletin on Narcotics*
- (i) Questions relating to control of other substances (barbiturates, tranquillizers, etc.)

Second priority

- (j) Scientific research on other narcotic drugs (including cannabis)
- (k) Narcotics bibliography

Ad hoc project

- (l) Carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight. (I, paras. 16-21.)

* * *

4. The Commission recommended that its Committee on Illicit Traffic should, as in previous years, convene three working days in advance of the opening of the fourteenth session.
(I, para. 39.)

ANNEX II

RESOLUTIONS ADOPTED BY THE COMMISSION (EXCEPTING RESOLUTIONS I, II AND III, INCLUDED IN SECTION 2 OF ANNEX I)

(NOTE : The figures in parentheses after each resolution refer to the relevant chapters and paragraphs of the report.)

IV. QUESTIONS ARISING FROM THE REPORT OF THE PERMANENT ANTI-NARCOTICS BUREAU OF THE LEAGUE OF ARAB STATES

The Commission on Narcotic Drugs,

Considering the necessity of co-ordinating the struggle against the illicit traffic in narcotic drugs,

Considering the importance of assembling the maximum information on the illicit traffic in narcotic drugs,

Considering the value of all the concrete information communicated by the representative of the Permanent Anti-narcotics Bureau of the League of Arab States,

Considering the necessity of avoiding any disagreement on the facts reported,

In view of the provisions of the 1925 and 1931 Conventions, particularly article 21 of the 1931 Convention relating to annual reports and article 23 of that Convention relating to reports on all cases of illicit traffic which may be of international importance,

1. *Invites* the League of Arab States (Permanent Anti-narcotics Bureau) to be represented at forthcoming sessions of the Commission on Narcotic Drugs;

2. *Recommends* that all facts reported to the Commission should be based on concrete evidence;

3. *Recommends* that comments directed at a State belonging to the League of Arab States be approved in advance by the Government concerned if it has so requested;

4. *Emphasizes* the value of documentation aimed particularly at co-ordinating the efforts of different States in their struggle against the social scourge of drug addiction. (II, para. 184.)

V. OPIUM ORIGIN DETERMINATION

The Commission on Narcotic Drugs,

A

Having considered with the closest attention the report of the Committee of Experts on the United Nations Programme of Opium Research and the accompanying recommendations (E/CN.7/338), in particular,

1. *Thanks* the Committee for the very valuable work it has accomplished and for its practical conclusions which should ensure the speedy establishment of a combination of methods for determining the origin of opium;

2. *Draws the attention* of Governments, of the scientists participating in the joint research programme and of the Secretary-General to the recommendations in that report.

B

Noting that, despite the encouraging progress made in recent years, the establishment of a method or group of methods for reliably determining the origin of seizures cannot be rapidly and successfully worked out unless the laboratories working on the problem have at their disposal a range of authenticated samples covering practically all the producing countries,

1. *Urges* the Governments of the following countries: Bulgaria, Greece, India, Iran, Japan, Pakistan, Turkey, the Union of Soviet Socialist Republics and Yugoslavia, to provide or continue to provide the United Nations Laboratory with sufficient authenticated opium samples from the various regions of production inside the country over a period of years covering possible fluctuations in local production, accompanying each sample with the following information: year of production, precise locality of production, details of harvesting—e.g., first or second lancing, weight of the sample, whether it is opium from one cultivator or several neighbouring cultivators, local name of the variety of poppy and other relevant data;

2. *Requests* the Governments of the countries mentioned in the preceding paragraph and those of the following countries: Afghanistan, Burma, Ecuador, the Republic of Korea, Laos, Lebanon, Mexico, Nepal, Peru, Thailand, the United Arab Republic and Viet-Nam:

(a) To furnish the United Nations Laboratory, after authenticating them, with samples of illicitly produced opium which they have seized and, while recognizing that the details listed in paragraph 1 above may not be available in such cases, expresses the hope that Governments will nevertheless provide as much information as possible when sending such samples;

(b) Also to send the United Nations Laboratory samples from opium seizures in cases where they have not been able to authenticate them as having been produced within their territories, so that these samples can be compared with one another and with the existing authenticated samples;

3. *Renews* the request made to Governments by the Commission at its tenth session as formulated in operative paragraph 3 of resolution I (X), with a view to determining the origin of the seizures.

C

Considering also the need for the rapid establishment of methods for determining the origin of opium and desiring that the largest possible number of countries should participate in the joint research programme,

Recalling the resolutions relating to the nomination of scientists to participate in the joint programme and in

particular, paragraph 2 of Economic and Social Council resolution 159 C (VII) of 3 August 1948, and resolution III (XII) adopted by the Commission on Narcotic Drugs at its twelfth session,

Noting that, in accordance with the wish expressed by the Committee of Experts, the United Nations Laboratory is shortly to be provided with the permanent staff whose recruitment the Commission recommended at its twelfth session, and that it will thus be in a position to speed up the implementation of the programme laid down for it in resolution III (XII), adopted by the Commission at that session,

Noting also that the existence of methods of agreed value would assist Governments in their efforts to combat the illicit traffic,

1. *Requests* the Secretary-General to implement the joint research programme as soon as possible with a view to a rational evaluation of the various methods and the assessment of their accuracy and reproducibility;

2. *Expresses the opinion* that to fulfil these conditions the most suitable system would be to organize, with the assistance of all the laboratories participating in the research programme, an extensive analysis of samples selected from the stock of authenticated samples, the origin of which would not be communicated to the laboratory undertaking the analyses;

3. *Endorses* the recommendations of the Committee of Experts on the desirability of making available to active participants in the research programme a representative collection of samples of the principal opium types included in the collection of the United Nations Laboratory;

4. *Suggests* that the Secretary-General, in the spirit of the recommendation on the publicity to be given to new developments in the field of research on opium, should prepare a series of documents intended mainly for the scientists collaborating in the research programme;

5. *Recommends* that, in addition to the programme assigned to it, the United Nations Laboratory, which is already working along these lines, should pay particular attention to the selection of methods providing easily reproducible results and requiring a minimum of time, materials and special equipment;

6. *Recalls* the authorization given to the Secretary-General under paragraph 4 of resolution I (X), adopted by the Commission on Narcotic Drugs at its tenth session, and requests him to take appropriate action, accompanying the results obtained with any reservations he may consider necessary in view of the present state of the methods;

7. *Requests* the Secretary-General to apply as soon as possible the recommendations of the Committee of Experts with regard to the organization of the United Nations Opium Distribution Centre. (V, para. 335.)

VI. THE QUESTION OF CANNABIS

The Commission on Narcotic Drugs,

Noting that the active principle or principles of cannabis have not yet been definitely established,

Noting also that considerable research has already been undertaken in several countries,

Considering the desirability of co-ordinating at the international level the research already undertaken in this field,

Requests the Secretary-General to undertake a study of the means by which this co-ordination could be established and, within the limits of present resources and without prejudice to the priority already given to the work directly connected with the problem of determination of the origin of opium, to have the United Nations Laboratory proceed with a preliminary study and evaluation of the techniques of cannabis identification.

(VII, para. 366.)

ANNEX III

DECISIONS OF THE COMMISSION OTHER THAN THOSE CONTAINED IN ANNEXES I, II AND V

(NOTE: The figures in parentheses refer to the relevant chapters and paragraphs of the report.)

The Commission decided:

1. To adopt the provisional agenda in document E/CN.7/334, after adding an additional sub-item "Control of levomoramide" to item 3. (I, para. 15.)

2. To consider at a later session whether the request for the quinquennial summary of laws and regulations, under resolution 626 C III of the Economic and Social Council, should stand. (I, para. 25.)

3. To agree to the following measures: (i) the average length of each summary record to be reduced from fifteen

to twelve pages; (ii) a complete list of authorities entitled to issue import and export licences to be issued only in alternate years; and (iii) the length and presentation of documents prepared for the Commission to be reviewed and a shorter arrangement adopted where practicable. (I, para. 29.)

4. To suggest that material received from Governments, in connexion with the notifications of new drugs, should be circulated only in the language in which it is received, provided that an endeavour should be made to

provide a translation in a working language if a Government specifically requests it for particular passages.

(I, para. 30.)

5. Not to object to the alternative arrangements for issuing the texts of national laws and regulations received under article 21 of the 1931 Convention, as set out in E/CN.7/L.171, paragraph 18, for an experimental period.

(I, para. 31.)

6. To request the Secretariat to discontinue the preparation of the separate annual paper on diacetylmorphine and to incorporate subsequent information in the annual document on the scope of control.

(I, para. 32.)

7. To request the Secretariat to ensure that there shall be no overlap between the annual report of the Division of Narcotic Drugs and the annual progress report requested by the Committee of Experts on the United Nations Programme of Opium Research.

(I, para. 33.)

8. To place the items mentioned in paragraphs 35-37 on its provisional agenda for the fourteenth session.

(I, paras. 35-37.)

9. To invite certain Governments to be represented by observers at the fourteenth session during the discussions on certain items, as set forth in paragraph 38.

(I, para. 38.)

10. That the membership and terms of reference of its Committee on Illicit Traffic should remain unchanged.

(I, para. 39.)

11. To request the Secretariat to include the revised text of chapter X (E/CN.7/318/Add.1) in the next Form of Annual Reports.

(II, para. 71; IV, para. 266.)

12. To take note of the *Summary of Annual Reports of Governments for 1956* (E/NR.1956/Summary and Add.1).

(II, para. 72.)

13. To request the Secretary-General to ask those countries which have not submitted annual reports for the three years 1954, 1955 and 1956 to contribute more actively to the work of international narcotics control by sending such reports to him.

(II, para. 73.)

14. That Governments of States for which laws and regulations relating to the control of narcotic drugs have not been furnished should be invited to send copies of such laws and regulations to the Secretary-General.

(II, para. 82.)

15. Not to recommend, under the present circumstances, the establishment of a new procedure for the adoption of non-proprietary names for narcotic drugs.

(II, para. 87.)

16. That the Single Convention should provide for the mandatory use of international non-proprietary names for narcotic drugs in written or printed offers of drugs and advertisements of every kind (provided that the concurrent use by drug firms of their distinctive labels, trade marks and trade names should not be prohibited), such international non-proprietary names to be adopted by the Commission if the World Health Organization does not do so.

(II, para. 87.)

17. To take note of the short List of Drugs under International Control.

(II, para. 91.)

18. To approve the *Multilingual List of Narcotic Drugs under International Control* and to thank those concerned for their work on the list.

(II, para. 95.)

19. To address a letter to Mr. H. L. May, of the Permanent Central Opium Board, thanking him for the services rendered by him over the past thirty years and extending to him the Commission's best wishes.

(II, para. 97.)

20. To express its appreciation to the retiring members of the present Permanent Central Opium Board and Drug Supervisory Body for the very useful reports and statements submitted by them during their term of office.

(II, para. 113.)

21. To extend the term of office of its present appointee to the Drug Supervisory Body, Mr. C. H. L. Sharman, until 31 May 1958.

(II, para. 118.)

22. To pay high tribute to the important contribution which WHO, and particularly its Committee on Addiction-producing Drugs, continues to make to the international control of narcotic drugs.

(II, para. 133.)

23. To place levomoramide under provisional international control, in accordance with paragraph 2 of the 1948 Protocol.

(II, para. 137.)

24. To set up a working group to formulate stop-gap measures for regulating the movement of narcotics in aircraft first-aid kits.

(II, para. 160.)

25. To include in the proposed Single Convention a clause on the transport of narcotics in the first-aid kits of aircraft, railway trains and ships and to ask the Secretariat to prepare a draft text which could be reviewed and evaluated by the international organizations concerned.

(II, paras. 168, 169.)

26. To accept the draft text prepared under decision 25, stating that it was provisional and might have to be revised after the opinions of WHO and the other organizations concerned became available.

(II, para. 171.)

27. To establish a committee to examine more closely the question of reports of the Permanent Anti-narcotics Bureau of the League of Arab States.

(II, para. 181.)

28. To record its appreciation of the work of the International Criminal Police Organization for 1957 and of the assistance and information made available by the representative of ICPO, Mr. Nepote.

(III, para. 187.)

29. To record its appreciation of the presence of Mr. Safwat, observer from the Permanent Anti-Narcotics Bureau of the League of Arab States, who placed his wide experience and knowledge at the Commission's disposal.

(III, para. 188.)

30. To express its gratitude for the assistance and information made available, in connexion with illicit traffic questions, by observers and to express the hope that

better co-operation would be forthcoming from certain Governments which were not represented by observers and which had not furnished official information.

(III, para. 189.)

31. To request the Secretary-General to urge certain Governments, listed in paragraph 202, to communicate seizure reports currently through the year, in accordance with article 23 of the 1931 Convention. (III, para. 202.)

32. To invite the attention of Governments to the possibility that technical assistance might be helpful to them in the international struggle against the illicit traffic.

(III, para. 203.)

33. That co-operation at the international level between the national enforcement services in the Far East should be developed.

(III, para. 204.)

34. To welcome such steps as ICPO might take to facilitate the co-operation, referred to in decision 33, for instance, by arranging for a regional meeting of officers responsible for the repression of the illicit traffic.

(III, para. 204.)

35. To congratulate the enforcement authorities of Hong Kong and Singapore for their excellent work.

(III, para. 211.)

36. To note with sympathy the position of the Government of Thailand and to express appreciation of the efforts it is making to curb the opium situation.

(III, para. 215.)

37. To request the Secretary-General to continue to urge the Government of Burma to co-operate in the international struggle against the illicit traffic.

(III, para. 216.)

38. To draw the attention of all Governments to the seriousness of the situation regarding the illicit traffic in opiates.

(III, para. 222.)

39. To commend the enforcement authorities of the United States for the extensive and difficult investigations carried out during the year and to approve the severe sentences meted out to traffickers of long standing.

(III, para. 237.)

40. To congratulate the Government of India on its vigorous efforts against the illicit traffic and on its policy regarding cannabis.

(III, para. 242.)

41. To request the Secretary-General to urge Governments to report all seizures, however small, of synthetic

narcotics which they may make to the competent international organs of which they are members.

(III, para. 257.)

42. That Governments should, in their reports, avoid using the word "miscellaneous" and state in each case the name of the drug seized.

(III, para. 260.)

43. To request the Secretariat to prepare a graphic study of available data on the extent of drug addiction in various countries according to age-groups.

(IV, para. 266.)

44. To request additional information on a remedy for use in treating addicts which had been submitted by an Egyptian doctor to the Permanent Anti-narcotics Bureau of the League of Arab States.

(IV, para. 286.)

45. To request the Government of the Federal Republic of Germany to make available additional information on medicaments which might to some extent be capable of replacing narcotic drugs, as mentioned in its annual report for 1956.

(IV, para. 286.)

46. To take note of the information on the coca leaf furnished by Colombia (E/CN.7/351).

(VI, para. 344.)

47. To take note of the surveys of the cannabis situation in Burma (E/CN.7/286/Add.19), Lebanon (E/CN.7/286/Add.20), and Mozambique (E/CN.7/286/Add.10/Rev.1).

(VII, para. 350.)

48. To express satisfaction at learning of the prohibition of ketobemidone in India and Iran.

(VIII, para. 375.)

49. To adjourn consideration of the question of khat until its fourteenth session.

(IX, para. 384.)

50. To request the Secretariat to draft schedules of drugs which would be subject to different régimes under the Single Convention and to communicate them to Governments as soon as they have been prepared.

(XII, para. 468.)

51. To request the Secretariat to indicate which additional terms used in the draft Single Convention need definition.

(XII, para. 468.)

52. The Commission also elected Mr. Vaille as its appointee to the Drug Supervisory Body.

(II, para. 117.)

ANNEX IV

FINANCIAL IMPLICATIONS OF DECISIONS TAKEN DURING THE THIRTEENTH SESSION OF THE COMMISSION

Statement by the Secretary-General

Place of meeting of the fourteenth session of the Commission

1. Commission resolution I, in annex I above, recommends to the Economic and Social Council and the Secretary-General that the fourteenth session of the Commission on Narcotic Drugs be held at the permanent Headquarters of the United Nations at New York. The Commission was informed as follows:

2. If the duration of the session were set at three weeks, preceded by three days' meeting of the Committee on Illicit Traffic, extra expenditure was estimated as follows:

	<i>U.S. dollars</i>
(i) Travel for Commission members (estimated excess cost of travel to New York) . . .	5,500
(ii) Travel and subsistence for staff members .	7,600
TOTAL	13,100

Item (ii) took into account the travel of staff members on home leave in North America, of which advantage could be taken.

3. This estimate assumed that the amount to be provided in the budget for representation of the Permanent Central Opium Board and Drug Supervisory Body at the session would be the same in New York as in Geneva.

4. The total effect on the budget could not, of course, be indicated until after the whole calendar of conferences in the economic and social field for 1959, covering both New York and Geneva, had been established.

Middle East Narcotics Control Mission

5. Draft resolution VII, in annex I above, recommends the Economic and Social Council to request the

Secretary-General to appoint a mission of not more than five members to serve as individual experts and to provide the secretariat and make administrative arrangements for the work of the mission. The Commission was informed as follows:

6. A precise estimate in respect of this resolution could not now be framed, since the exact costs depended upon the points of departure of the members to be appointed to the mission, and also upon the amount of travelling required in the region. The following figures were based upon typical assumptions regarding these points and on the assumption that a six-week stay within the Middle East region would be required, exclusive of prior and terminal travel. The sums indicated would provide for visits by the whole mission to five or six countries, together with separate visits by several members in additional cases.

	<i>U.S. dollars</i>
Mission members	
Travel	7,500
Subsistence	4,600
Secretariat	
Travel	5,100
Subsistence	1,850
Salaries or reimbursement of salaries of staff provided locally	1,850
Facilities	
Rent of offices, meeting-rooms, equipment; stationery, etc. (This item may be reduced to the extent to which Governments of countries visited provide such facilities)	2,500
Unforeseen contingencies	1,500
TOTAL	24,900

ANNEX V

REVISED TEXT OF ARTICLES 1, 2 (paragraph 1 (a)), 21, 22, and 28 to 58 OF THE SECOND DRAFT OF THE SINGLE CONVENTION, AS ADOPTED BY THE COMMISSION AT ITS THIRTEENTH SESSION

CHAPTER I.—DEFINITIONS

Article 1

Except where otherwise expressly indicated or where the context otherwise requires, the following definitions shall apply throughout the Convention:

(a) "Board" means the International Narcotics Control Board referred to in article 6 and as constituted under article 14.

(b) "Cannabis plant"¹ means [*Cannabis sativa* L.] [any plant of the genus *Cannabis*].

[(c) "Cannabis" means the [dried] flowering or fruiting tops of the Cannabis plant from which the resin has not been extracted, by whatever name they may be designated in commerce.]

[(c) "Cannabis" means the leaves or tops (excluding the seeds when not accompanied by other parts of the tops) of the Cannabis plant.]

(d) "Cannabis resin" means the separated or partially separated resin, whether crude or purified, of the cannabis plant.

[(e) "Coca bush" means the plants *Erythroxylon Coca* Lamarck and *Erythroxylon novo-granatense* (Morris) Hieronymus and their varieties.]

[(e) "Coca bush" means the *Erythroxylon Coca* or *Erythroxylon novo-granatense*.]

(f) "Coca leaf" means:

(i) The leaf of the coca bush [except a leaf from which all cocaine, ecgonine, or alkaloids thereof have been removed].²

(ii) Any other leaf containing cocaine, ecgonine or any alkaloid thereof.

(g) "Commission" means the International Narcotics Commission referred to in article 6 and charged with the functions under this Convention.

(h) "Crude cocaine" means any extract of coca leaf which can be used for the manufacture of cocaine.

(i) "Council" means the Economic and Social Council of the United Nations.

(j) "Cultivation" includes the act of growing the opium poppy, coca bush, and cannabis plant.

(k) "Drug" means any of the substances listed or described in Schedules I and II, or any substance which shall be added thereto in accordance with the procedure provided for in this Convention, because it is or may be

liable to similar abuse and productive of similar ill effects as the substances so listed.³

(l) "General Assembly" means the General Assembly of the United Nations.

(m) "Government purposes" means the use by the Government for its armed forces and to meet exceptional circumstances.

(n) "Government stocks" means stocks kept under government control for government purposes.

(o) "Illicit traffic" means the cultivation of the plants referred to in paragraph 2 of article 2, the production, manufacture of, trade in, distribution or possession of drugs by unauthorized persons.

(p) "Import" and "export" mean in their respective connotations the physical transfer of drugs from one State to another State, or from one territory to another territory of the same State.

(q) "Manufacture" means all processes, other than production, by which drugs may be obtained and includes refining as well as the transformation of drugs into other drugs by chemical processes.

(r) "Medicinal opium" means opium which has undergone the processes necessary to adapt it for medicinal use in accordance with the requirements of the national pharmacopoeia, whether in powder form or granulated or otherwise or mixed with neutral materials.

(s) "Opium poppy" means the plant *Papaver somniferum* L. and any other species of *Papaver* which may be used for the production of opium.

(t) "Opium" means the coagulated juice of the opium poppy.

(u) "Party" means a contracting State which has either signed without reservation as to acceptance, or has accepted this Convention in accordance with article 49.

(v) "Poppy straw" means all parts (except the seeds) of the opium poppy, after mowing, which are intended for use in the manufacture of opium alkaloids.

(w) "Preparation" means a mixture, solid or liquid, containing a drug.

(x) "Production" means the separation of opium, poppy straw, coca leaves, cannabis and cannabis resin from the plants from which they are obtained.

(y) "Secretary-General" means the Secretary-General of the United Nations.

(z) "Stocks" means the total amount of a drug lawfully held in a country or territory other than the amount held by (a) retail pharmacists or other authorized

¹ In connexion with this and all other botanical references, including coca bush, opium poppy, etc., the alternatives are retained for the reason that they involve technical botanical considerations which should be reserved for discussion at the plenipotentiary conference,

² In view of article 39, the words in square brackets may not be required.

³ It would seem preferable that the criteria for the addition of a substance to a Schedule be contained in the Convention itself, and presumably in article 3, which makes provision for changes in the scope of control. If so, it would be sufficient to define a drug with reference to the Schedules and the additions thereto, as provided in the Convention.

retail distributors and by institutions or qualified persons in the duly authorized exercise of therapeutic or scientific functions, and (b) by, or under the control of the government for government purposes.

(aa) "Synthetic drug" means a drug other than an alkaloid of the opium poppy and coca bush, cannabis and cannabis resin, or a drug obtained from such an alkaloid, cannabis or resin. Such an alkaloid and drug shall not be considered a synthetic drug though it is actually obtained from other plants or made artificially.

(bb) "Territory" means any part of a State which is treated as a separate entity for the application of the system of import certificates and export authorizations provided for in article 43. This definition shall not apply to the term "territory" as used in article 51.

.

Article 2, paragraph 1 (a) ⁴

(a) Except as otherwise specifically provided, drugs listed in Schedule I are subject to all measures of control applicable to drugs, and in the case of drugs in Schedule I which are also listed in Schedule IV, such drugs shall in addition be subject to the special measures provided in sub-paragraph (e) below.

Article 21

Administration of the Estimate System

1. The Board shall fix the date or dates by which, and the manner in which, estimates shall be furnished and shall prescribe the use of forms therefor (article 29).

2. The Board shall, in respect of countries and territories to which this Convention does not apply, request the Governments concerned to furnish estimates in accordance with the provisions hereof.

3. If any State fails to furnish estimates in respect of any of its territories by the date specified, the Board shall, as far as possible, establish the estimates. The Board, in establishing such estimates, shall to the extent practicable, do so in co-operation with the Government concerned. ⁵

4. The Board shall examine the estimates, including supplementary estimates and, except as regards requirements for government purposes, may require such information as it may consider necessary in respect of any country or territory on behalf of which an estimate has been furnished, in order to complete the estimate or to explain any statement contained therein.

5. The Board shall, as expeditiously as possible, confirm the estimates, including supplementary estimates or, with the consent of the Government concerned, may amend such estimates.

⁴ Revision of the provision drafted at the twelfth session (Report, Twelfth Session, annex VI).

⁵ The representatives of Hungary, the USSR and Yugoslavia thought that it was inadmissible to allow the Board to establish estimates in respect of the States which were deprived of the possibility of becoming Parties to the Convention.

6. In addition to the reports mentioned in article 24, the Board shall, at such times as it shall determine but at least annually, issue such information on the estimates as in its opinion will facilitate the implementation of this Convention.

Article 22

Administration of the Statistical Returns System

1. The Board shall determine the manner in which statistical returns shall be furnished and shall prescribe the use of forms therefor (article 28).

2. The Board shall examine the statistical returns with a view to determining whether a Party or any other State has complied with the provisions of this Convention.

3. The Board may require such information as it may consider necessary to complete or explain the information contained in these statistical returns.

4. It shall not be within the competence of the Board to question or express an opinion on statistical information respecting drugs required for government purposes.

Article 28

Statistical returns to be furnished to the Board

1. The Parties shall furnish to the Board for each of their territories, in the manner and form prescribed by it, as approved by the Commission, statistical returns on forms supplied by the Board in respect of the following matters:

(a) Areas (in hectares) cultivated for the production of drugs;

(b) Production or manufacture of drugs in Schedules I and II;

(c) Utilization of drugs in Schedules I and II for the manufacture of other drugs in Schedules I and II, exempted preparations (Schedule III), and substances not covered by this Convention;

(d) Consumption of drugs in Schedules I and II;

(e) Imports and exports of drugs in Schedules I and II;

(f) Seizures of drugs in Schedules I and II and disposal thereof;

(g) Stocks of drugs in Schedules I and II as at 31 December of the year to which the returns relate.

2. (a) The statistical returns in respect of the matters referred to in paragraph 1, except sub-paragraph (e), shall be prepared annually and shall be furnished to the Board not later than:

(i) 31 March following the year to which they relate in the case of items (a), (b), (c), (d) and (f); ⁶ and

(ii) 31 May following the year to which they relate in the case of sub-paragraph (g), except for opium, in which case the returns shall be furnished not later than 31 March.

⁶ The representative of the United Kingdom considered that a period of five months was necessary for the submission of statistics of manufacture and consumption of drugs.

(b) The statistical returns in respect of the matters referred to in sub-paragraph (e) shall be prepared quarterly and shall be furnished to the Board within one month after the end of the quarter to which they relate.

3. The Parties are not required to furnish statistical returns respecting stocks intended for government purposes, but shall furnish separately returns respecting drugs imported into or procured within the country or territory for government purposes, as well as quantities of drugs withdrawn from government stocks to meet the requirements of the civilian population.

Article 29

Estimates of production and drug requirements

1. The Parties shall furnish to the Board each year for each of their territories, in the manner and form prescribed by it, as approved by the Commission, estimates on forms supplied by the Board in respect of the following matters:

(a) The areas (in hectares) to be cultivated for the production of drugs; the approximate quantities of drugs to be produced therefrom, based on the average yield in the preceding five years. Such information shall be furnished separately in respect of each region in which such cultivation is permitted;⁷

(b) Quantities of drugs in Schedules I and II to be consumed for medical and scientific purposes;

(c) Quantities of drugs in Schedules I and II to be utilized for the manufacture of other drugs in Schedules I and II, exempted preparations (Schedule III), and substances not covered by this Convention;

(d) Stocks of drugs in Schedules I and II to be held as at 31 December of the year to which the estimates relate;

(e) Quantities of drugs in Schedules I and II required for addition to government stocks.⁸

2. Subject to the deductions referred to in paragraph 3 of article 30, the total of the estimates for each territory and each drug shall consist of the sum of the amounts specified under sub-paragraphs (b), (c) and (e) of paragraph 1, with the addition of any amount required to bring the actual stocks on hand at 31 December of the preceding year to the level estimated as provided in sub-paragraph (d) of paragraph 1.

3. The Parties may during the year furnish supplementary estimates with an explanation of the circumstances necessitating them.

4. The Parties shall inform the Board of the method

⁷ The PCOB and DSB are not convinced that estimates of the areas to be cultivated for the production of coca leaves, or estimates on cannabis or its resin, will have any real value. Their reasons are stated in the report of the Commission on its eleventh session, under "Questions regarding the provisions on estimates and statistics raised by the Permanent Central Opium Board and Drug Supervisory Body", in paras. 222 and 224.

⁸ The PCOB is of the opinion that the words "addition to government stocks" should be replaced by the words "government purposes" which would more accurately provide the information which is desired.

used for determining quantities shown in the estimates and of any changes in the said method.

5. Subject to the deductions referred to in paragraph 3 of article 30, the estimates as established in accordance with article 21 shall not be exceeded.

Article 30

Limitation of manufacture and importation

1. The total of the quantities of each drug manufactured and imported by any country or territory in any one year shall not exceed the sum of the following:

(a) The quantity consumed, within the limit of the relevant estimate, for medical and scientific purposes;

(b) The quantity used, within the limit of the relevant estimate, for the manufacture of other drugs in Schedules I and II, exempted preparations (Schedule III) and substances not covered by this Convention;

(c) The quantity exported;

(d) The quantity added to the stock for the purpose of bringing that stock up to the level specified in the relevant estimate; and

(e) The quantity acquired within the limit of the relevant estimate for government purposes.

2. From the sum of the quantities specified in paragraph 1 there shall be deducted any quantity that has been seized and released for licit use, as well as any quantity taken from government stocks for the requirements of the civilian population.

3. If the Board finds that the quantity manufactured and imported in any one year exceeds the sum of the quantities specified in paragraph 1, less any deductions required under paragraph 2 of this article, any excess so established and remaining at the end of the year shall, in the following year, be deducted from the amounts to be manufactured or imported and from the total of the estimates as defined in paragraph 2 of article 29.

4. (a) If it appears from the statistical returns on imports and exports (article 28) that the quantity exported to any country or territory exceeds the total of the estimates for that country or territory, as defined in paragraph 2 of article 29, with the addition of the amounts shown to have been exported, and after deduction of any excess as established in paragraph 3 of this article, the Board may notify this fact to States which, in the opinion of the Board, should be so informed.

(b) On receipt of this notification, Parties shall not during the year in question authorize any new exports of the drug concerned to that country or territory, except:

(i) In the event of a supplementary estimate being furnished for that country or territory in respect both of any quantity over-imported and of the additional quantity required, or

(ii) In exceptional cases where the export, in the opinion of the Government of the exporting country, is essential for the treatment of the sick.

CHAPTER VIII.—CONTROL OF THE DRUG ECONOMY

GENERAL

Article 31

Medical and scientific purposes

Subject to the provisions of this Convention, the Parties shall limit exclusively to medical and scientific purposes the production, manufacture, export, import, distribution of, trade in, use and possession of drugs.

SUB-CHAPTER A. — CONTROL OF PRODUCTION⁹

PART I. — THE OPIUM POPPY, AND SPECIAL PROVISIONS RELATING TO OPIUM AND POPPY STRAW

Article 32

National opium agencies¹⁰

1. A Party which permits the cultivation of the opium poppy for the production of opium or poppy straw shall establish, if it has not already done so, and maintain, one or more government agencies (hereafter in this article referred to as the Agency) to carry out the functions required under this article.

2. Each such Party shall apply the following provisions to the cultivation of the opium poppy and to opium or poppy straw, or both, as the case may be:

(a) The Agency shall designate the areas in which, and the plots of land on which, cultivation of the opium poppy for the purpose of producing opium or poppy straw shall be permitted;

(b) Only cultivators licensed by the Agency shall be authorized to engage in such cultivation;

(c) Each licence shall specify the extent of the land on which the cultivation is permitted;

(d) All cultivators of the opium poppy shall be required to deliver their total crops of opium and poppy straw to the Agency. The Agency shall purchase and take physical possession of such crops as soon as possible, but not later than four months after the end of the harvest;¹¹

(e) The Agency shall, in respect of opium and poppy straw, have the exclusive right of importing, exporting, wholesale trading, and maintaining stocks other than those

held by manufacturers of opium alkaloids, medicinal opium, or opium preparations. Parties need not extend this exclusive right to medicinal opium and opium preparations.

3. The governmental functions referred to in paragraph 2 shall be discharged by a single government agency if the Constitution of the Party concerned permits it.

Article 33

Restrictions on the international trade in opium and poppy straw¹²

1. (a) Without prejudice to the provisions of article 35, paragraphs 3 and 5, the Parties shall not permit the import and export of opium or poppy straw, other than opium or poppy straw produced in any one of the following States, which at the time of the import and export in question shall be a Party to this Convention: Afghanistan, Bulgaria, Greece, India, Iran, Turkey, Union of Soviet Socialist Republics and Yugoslavia.¹³

(b) The Parties shall not permit the import of opium or poppy straw from any country or territory to which this Convention does not apply.

2. Notwithstanding the provisions of paragraph 1 (a), a Party may permit the import into any of its territories of opium or poppy straw, or both, produced in another of its territories, as well as the corresponding export, provided that the amount so imported:

(a) Annually does not exceed the domestic requirements of the importing territory for one year; and

(b) Is used exclusively for domestic needs.

3. If a Party referred to in paragraph 1 (a) decides to cease producing opium or poppy straw, or both, for export, it may make a declaration to this effect to the Board, which shall inform all States. As of 31 December of the year following that in which such a declaration is made, the State concerned shall lose the special position which the Parties mentioned in paragraph 1 (a) have under the provisions of this Convention in respect of opium or poppy straw, or both, as the case may be, provided that opium or poppy straw originating in the territory of such a Party and exported before that date shall not be excluded from international trade under the terms of paragraph 1 (a).

Article 34

Limitation of stocks¹⁴

1. The Parties shall regulate the production, import and export of opium and poppy straw in such a way

⁹ The countries mentioned below wish to have recorded objections or reservations with respect to all the provisions of the Convention in so far as they relate to poppy straw and to the production of cannabis: Austria, Canada, Czechoslovakia, Federal Republic of Germany, France, Hungary, Italy, Switzerland, United Kingdom and Yugoslavia.

¹⁰ The representative of Hungary stated that control performed by national opium agencies would not be practicable because they would not be in a position to designate the areas in which cultivation of the opium poppy for poppy straw should be permitted, nor to grant licences authorizing the cultivation of poppy straw.

¹¹ The representative of Hungary stated that all the poppy straw could not be gathered since the growers burned a part of it or used it for bedding down animals, and the remainder (the part of the stem exceeding 10 cm.) was not suited for manufacturing.

¹² The representatives of Hungary, the United Kingdom and the USSR objected to paragraphs 1 (a) and (b). The observer of Switzerland objected to paragraph 1 (a).

¹³ As regards the inclusion of Afghanistan see: Report, Twelfth Session, para. 250. At the thirteenth session the observer from Afghanistan stated that his Government might reconsider its policy of prohibition in respect of opium (E/CN.7/SR.384).

¹⁴ In the view of the representatives of Hungary and of the USSR it is superfluous to include in the Convention a provision impairing the right of a State freely to build up such stocks; the provisions of the Convention requiring the State authorities to exercise strict control over such stocks are sufficient.

as to ensure that the stocks held by any Party shall not, on 31 December of any year, exceed in respect of opium or poppy straw, the following amounts:

(a) In the case of States listed in article 33, paragraph 1 (a):

(i) The amount exported for medical and scientific purposes in any two years;

(ii) The amount used for the manufacture of opium alkaloids in any two years; and

(iii) A quantity equal to one-half the amount so exported and so used in any other year.

The Party concerned may choose the base years for these computations and select different periods for opium and poppy straw and for the computation of the amounts exported and the amounts used, provided, however, that the years selected shall not include any year before 1946 and no years shall be selected for which the Board has not yet published relevant statistics at the time of such selection;

(b) In the case of a Party other than a Party referred to in paragraph 1 (a) which permits the manufacture of opium alkaloids, its normal requirements for a period of two years. Such requirements shall be determined by the Board;

(c) In the case of any other Party, the total amount used during the preceding five years.

2. The maximum stocks of opium or poppy straw permissible under paragraphs 1 (a) and (c) shall be calculated on the basis of the statistics published by the Board.

3. (a) The Parties shall notify the Board of all facts having a bearing on their classification under article 34, paragraphs 1 (b) and (c).

(b) Parties to which paragraphs 1 (a) or (b) apply shall annually notify the Board of:

(i) The periods they have chosen in accordance with paragraph 1 (a) or, as the case may be,

(ii) The amount of opium or poppy straw, or both, they wish to be considered as their normal requirements for determination by the Board in accordance with paragraph 1 (b).

4. (a) The notifications referred to in paragraphs 3 (a) and (b) shall reach the Board not later than fifteen months before the date (paragraph 1) for which the maximum stocks in question are to be computed.

(b) In the event of a Party required to furnish the information referred to in paragraph 3 (b) failing to do so in time, the Board shall, without prejudice to the provisions of paragraph 4 (c), adopt the data contained in that Party's last relevant notification. If, however, the Board has never received a relevant notification from the Party concerned, it shall, after giving due consideration to the information at its disposal, to the aims of this Convention, and to the interest of the Party:

(i) Choose the periods referred to in paragraph 1 (a) or, as the case may be,

(ii) Determine the normal requirements referred to in paragraph 1 (b).

(c) If the Board receives a notification required under paragraph 3 (b) by a date later than that determined under paragraph 4 (a), it may proceed as if such notification had been received in time.

5. Not later than twelve and a half months before the date (paragraph 1) for which the maximum stocks in question are to be computed, the Board shall notify:

(a) Each Party referred to in paragraph 1 (a) of the years chosen in accordance with that provision or with paragraph 4 (b) or (c);

(b) Each Party referred to in paragraph 1 (b) of the amount of opium or poppy straw, or both, which the Board considers as that Party's normal requirements for a period of two years.

6. (a) If the Board considers the circumstances exceptional, for reasons of public health, it may, under conditions to be prescribed and for a definite period of time, exempt a Party from compliance with the requirements stipulated in paragraph 1 as to the maximum level of stocks of opium or poppy straw or both;

(b) If at the time of the coming into force of this Convention a Party referred to in paragraph 1 (a) has stocks of opium or poppy straw, or both, in excess of the maximum level permitted under that provision, the Board shall, in the exercise of its discretion, have regard to this fact with a view to avoiding economic difficulties which would result for such a Party from too rapid a reduction of the stocks to the required maximum level.

7. The provisions of paragraph 1 shall, in respect of each Party, be effective as from 31 December of the year following that year in which the Convention has come into force in relation to that Party.

Article 35¹⁵

Disposal of confiscated opium and poppy straw

1. Except as provided otherwise in this article, all opium or poppy straw confiscated on account of illicit traffic shall be destroyed.

2. A Party may, under government control, use such opium or poppy straw for the manufacture of drugs listed in Schedule II or of substances not subject to this Convention, or appropriate the opium or poppy straw, or the drugs manufactured therefrom, for medical or scientific use by or under the control of the Government.

3. A Party referred to in article 33, paragraph 1 (a), may use or export opium or poppy straw confiscated in its territory, or the alkaloids manufactured therefrom.

4. Confiscated opium or poppy straw which can be identified as having been stolen from a government or licensed warehouse may be returned to its lawful owner.

5. (a) If a Party neither permits the production of opium or poppy straw nor the manufacture of opium

¹⁵ The representative of Hungary stated that the application of this article to poppy straw was unjustified and could not be carried out.

alkaloids, it may obtain authorization from the Board to export a specified quantity of confiscated opium or poppy straw, or both, to a Party which manufactures opium alkaloids, in exchange for opium alkaloids, salts or preparations of opium alkaloids or for the purpose of extracting such alkaloids provided that;

(i) The quantity of opium or poppy straw, or both, so exported in any one year may not exceed the equivalent, in opium and poppy straw, of one year's requirements of the exporting Party in the form of opium and opium alkaloids;

(ii) The drugs so exchanged or extracted may be used only for domestic needs.

(b) The exporting Party referred to in sub-paragraph (a) shall destroy any confiscated opium or poppy straw not to be utilized in accordance with that provision, or with paragraph 2, or not to be returned in accordance with paragraph 4.

PART II. — THE COCA BUSH, AND SPECIAL PROVISIONS RELATING TO COCA LEAVES AND CRUDE COCAINE

Article 36

Restrictions on the cultivation or growth of the coca bush

1. Whenever the prevailing conditions in a country or territory of a Party render the prohibition of the cultivation of the coca bush the most suitable measure for preventing the diversion of coca leaves into the illicit traffic, the Party concerned shall prohibit such cultivation.

2. The Parties shall so far as possible enforce the uprooting of all coca bushes which grow wild. They shall destroy these plants if they are illegally cultivated.

Article 37

National coca leaf agencies

1. A Party which permits the cultivation of the coca bush shall establish, if it has not already done so, and maintain, one or more government agencies (hereafter in this article referred to as the Agency) to carry out the functions required under this article.

2. Each such Party shall apply the following provisions to the coca bush and coca leaves:

(a) The Agency shall designate the area in which, and the plots of land on which, cultivation of the coca bush shall be permitted;

(b) Only cultivators licensed by the Agency shall be authorized to engage in such cultivation;

(c) Each licence shall specify the extent of the land on which this cultivation is permitted;

(d) All cultivators of the coca bush shall be required to deliver their total crops to the Agency. The Agency shall purchase and take physical possession of such crops as soon as possible, but not later than one month after the end of the harvest;

(e) The Agency shall, in respect of coca leaves, have the exclusive right of importing, exporting, wholesale trading, and maintaining stocks other than those held by manufacturers of cocaine or preparations of cocaine or coca leaves. Parties need not extend this exclusive right to preparations of coca leaves.

3. The governmental functions referred to in paragraph 2 shall be discharged by a single government agency if the Constitution of the Party concerned permits it.

Article 38¹⁶

Restrictions on the international trade in coca leaves and crude cocaine

1. The Parties shall not permit the import and export of coca leaves or crude cocaine other than:

(a) Coca leaves produced and crude cocaine manufactured in any one of the following States which, at the time of the import and export in question, shall be a Party to this Convention:

Bolivia, Indonesia, Peru;

(b) Crude cocaine obtained from such leaves.

Article 39

Special provisions relating to coca leaves in general

1. The Parties may permit the use of coca leaves for the preparation of a flavouring agent, which shall not contain any alkaloids, and, to the extent necessary for such use, may permit the production, import, export, trade in and possession of such leaves.

2. The Parties shall furnish separately statistical information (article 28) on, and estimates (article 29) of requirements of coca leaves for preparation of the flavouring agent.

PART III. — THE CANNABIS PLANT AND SPECIAL PROVISIONS RELATING TO CANNABIS

Article 40

Prohibition of cannabis

1. The Parties undertake to prohibit the production of cannabis and cannabis resin provided, however, that the Government of each Party may produce or manufacture, as the case may be, acquire, and import from another Party, and export to such a Government, and may permit a licensed scientific institute to acquire from it, produce, manufacture, possess and export under close State supervision to the Government of another Party small amounts of cannabis, cannabis resin and extracts and tinctures of cannabis for the purpose of scientific research.

2. Subject to the provisions of paragraph 1, Parties shall prohibit:

¹⁶ The representatives of Hungary, the USSR and the United Kingdom objected in principle to the inclusion of a closed list of producers for export.

(a) The trade in, distribution, possession and use of cannabis and cannabis resin, extracts and tinctures of cannabis, or of any other substances containing the pharmacologically active principle of the cannabis resin; and

(b) The manufacture of the extracts and tinctures referred to in sub-paragraph (a).

3. Notwithstanding the provisions of paragraphs 1 and 2 of this article, a Party may permit the production of cannabis, and the manufacture of extracts and tinctures of cannabis, the trade in, and possession of these substances for use in indigenous medicine — i.e., in the systems of Ayurvedic, Unani and Tibbi medicine. Where a Party so permits, the provisions of article 32 governing the production of opium shall, *mutatis mutandis*, apply to the production of cannabis. The trade in, possession and use of cannabis and extracts and tinctures thereof shall be subject to the provisions of this Convention as they apply to drugs in Schedule I other than those in Schedule IV, provided, however, that the requirement of medical prescriptions (article 42, paragraph 2 (b)) need not apply.

4. Whenever the prevailing conditions in a country or territory render additional measures necessary in respect of the cultivation of the cannabis plant, in order to prevent illicit traffic in cannabis or cannabis resin, Parties shall adopt such measures as are necessary to prevent illicit traffic in cannabis or cannabis resin arising out of the growth or cultivation of the cannabis plant.

SUB-CHAPTER B. — CONTROL OF INDUSTRY AND TRADE

Article 41

Manufacture

1. The Parties shall either establish a state enterprise or system of state enterprises, which shall have the exclusive right of manufacturing drugs, or to the extent that the manufacture thereof is not undertaken by such enterprise or system of enterprises, shall require that the manufacture of drugs be under licence.

2. The Parties shall:

(a) Control all persons engaged in the manufacture of drugs;

(b) Control under licence the establishments and premises in which such manufacture may take place; and

(c) Require the licensed manufacturers of drugs to obtain periodical permits specifying the kinds and amounts of drugs which they shall be entitled to manufacture in each of their establishments in the ensuing period, provided, however, that this requirement shall not apply to preparations.

3. The Parties shall prevent the accumulation, in the possession of the state enterprise or system of state enterprises referred to above, and of drug manufacturers, of quantities of raw materials, insofar as they are within

the scope of this Convention, and of drugs in excess of those required for the normal conduct of business, having regard to the prevailing market conditions.

4. The Parties shall consider sympathetically (article 4 (e)) for acceptance and implementation, recommendations of the World Health Organization concerning specifications and standards with respect to drugs.

Article 42

Trade and distribution

1. (a) The Parties shall either establish a state enterprise or system of State enterprises which shall have the exclusive right of trade in and distribution of drugs, with the exception of such drugs as may be dispensed or administered by duly authorized persons, or to the extent that such trade or distribution is not undertaken by such enterprise or system of enterprises, require that the trade in and distribution of drugs be under licence.

(b) They shall:

(i) Control all persons engaged in the trade in or distribution of drugs;

(ii) Control under licence the establishments and premises in which such trade and distribution may take place, provided, however, that the requirement of licensing need not apply to preparations.

(c) The provisions of sub-paragraphs (a) and (b) relating to licensing need not apply to qualified persons duly authorized to perform and while performing therapeutic or scientific functions.

2. The Parties shall also:

(a) Prevent accumulation of drugs in the possession of the state enterprise or system of state enterprises, traders, institutions, or duly authorized persons referred to above, in excess of those required for the normal conduct of their business or profession;

(b) Require medical prescriptions for the supply or dispensation of drugs to individuals. Prescriptions for drugs listed in Schedule I shall be written on official forms to be issued in the form of counterfoil books by the competent governmental authorities or by authorized professional associations;¹⁷ the provisions of this sub-paragraph do not apply to such drugs as individuals may lawfully obtain, use, dispense or administer in connexion with their duly authorized therapeutic functions.

3. The Parties shall require that written or printed offers of drugs, advertisements of every kind, including posted bills relating to drugs, descriptive literature relating to drugs and used for commercial purposes, interior wrappings of packages containing drugs, and labels under which drugs are offered for sale indicate the international non-proprietary name communicated by the World

¹⁷ The representatives or observers of the following countries stated that their Governments would not accept a mandatory requirement to use official counterfoil books for prescription forms: Austria, Canada, Federal Republic of Germany, Switzerland, United Kingdom, United States and Yugoslavia.

Health Organization or, failing such communication, by the Commission.¹⁸

4. Notwithstanding the provisions of paragraph 3, drug manufacturers may also use their own labels, trade marks and trade names.

5. The Parties shall require that any package containing a drug shall show a clearly visible double red band, but not on the exterior wrapping in which such package is consigned.¹⁹

6. The Parties shall require that the labels under which any drugs are offered for sale show the exact drug content of the various component substances by indication of weight or percentage.

7. The provisions of paragraphs 1 to 5 shall not apply to the retail trade in or retail distribution of drugs listed in Schedule II.

Article 43

International trade

1. The Parties shall not knowingly permit the export of drugs to any country or territory except:

(a) In accordance with the laws and regulations of that country or territory; and

(b) Within the limits of the total of the estimates for that country or territory, as defined in paragraph 2 of article 29.

2. They shall exercise in free ports and zones the same supervision and control as in other parts of their territories, provided, however, that they may apply more drastic measures.

3. They shall:

(a) Establish either a state enterprise or system of state enterprises which shall have the exclusive right of importing and exporting drugs; or to the extent that such imports or exports are not undertaken by such enterprise or system of state enterprises, require all persons engaged in the import and export of drugs to obtain a licence to engage in such operations;

(b) Control all persons engaged in such import or export.

4. (a) Each Party shall require a separate import or export authorization to be obtained for each importation or exportation for one or more drugs to which this Convention applies.

(b) Such authorization shall state the quantity to be imported or exported, the name and address of the importer and exporter, and shall specify the period within which the importation or exportation must be effected.

(c) The export authorization shall also state the number and date of the import certificate (paragraph 5) and the authority by whom it has been issued.

(d) The import authorization may allow an importation in more than one consignment.

5. Before issuing an export authorization, the Parties shall require an import certificate, issued by the Government of the importing country or territory and certifying that the importation is approved, to be produced by the person or establishment applying for the export authorization. The Parties agree to adopt substantially the form of import certificate proposed by the Board and approved by the Commission.

6. A copy of the export authorization shall accompany each consignment and the Government issuing the export authorization shall send a copy to the Government of the importing country or territory.²⁰

7. (a) The Government of the importing country or territory, when the importation has been effected, or when the period fixed for the importation has expired, shall return the export authorization, with an endorsement to that effect, to the Government of the exporting country or territory.

(b) The endorsement shall specify the amount actually imported.

(c) If a lesser quantity than that specified in the export authorization is actually exported, the quantity actually exported shall be stated by the competent authorities on the export authorization and on any official copy thereof.

8. Exports of consignments to a post office box, or to a bank to the account of a party other than the party named in the export authorization, shall be prohibited.

9. Exports of consignments to a bonded warehouse are prohibited unless the Government of the importing country certifies on the import certificate, produced by the person or establishment applying for the export authorization, that it has approved the importation for the purpose of being placed in a bonded warehouse. In such case the export authorization shall specify that the consignment is exported for such purpose. Each withdrawal from the bonded warehouse shall require a permit from the authorities having jurisdiction over the warehouse and, in the case of a foreign destination, shall be treated as if it were a new export within the meaning of this Convention.

10. Consignments of drugs crossing any border not accompanied by an export authorization shall be seized by the customs authorities.

¹⁸ The representative of the United Kingdom stated that his delegation could not accept a mandatory provision for the use of non-proprietary names, some of which might not be acceptable in his country. This would apply in particular to international non-proprietary names which had not been approved. The representative of the United States stated that his Government could not accept the phrase "or... by the Commission" since it did not consider the Commission was competent to pursue the requisite procedure for establishment of an international non-proprietary name.

¹⁹ The representative of the United Kingdom stated that his Government did not consider that a case had been made out to justify this requirement. The representatives or observers of the following countries associated themselves with this view: Canada, Federal Republic of Germany, Switzerland and United States.

²⁰ The representative of the United States stated that his Government required that the consignment be accompanied by a duly authenticated copy of the import certificate issued by the country of destination, and considered that this requirement should be included in this Convention.

11. The Parties shall not permit the transit of any consignment of drugs, whether or not the consignment is removed from the conveyance in which it is carried, unless a copy of the export authorization which accompanies the consignment is produced to the competent authorities of the transit country or territory. The competent authorities of each country or territory of transit shall supervise and record the entry and exit of such consignment.

12. No consignment of drugs while in transit, or whilst being stored in a bonded warehouse, may be subjected to any process which would change the nature of the drugs in question. The packing may not be altered without the permission of the competent authorities.

13. The competent authorities of any country or territory through which a consignment of drugs is permitted to pass shall take all due measures to prevent the diversion of the consignment to a destination other than that named in the accompanying copy of the export authorization unless the Government of that country or territory authorizes the diversion. The Government of the country or territory of transit shall treat any requested diversion as if the diversion were an export from the country or territory of transit to the country or territory of new destination. If the diversion is authorized, the provisions of paragraph 7 (a) and (b) shall also apply between the country or territory of transit and the country or territory which originally exported the consignment.

14. The provisions of paragraphs 11 to 13 relating to the transit of drugs do not apply where the consignment in question is transported by air and the aircraft passes over the country or territory of transit without landing. If the aircraft makes an emergency landing in such country or territory the provisions thereof shall be applied so far as circumstances require.

[Article 43 bis²¹

Special provisions concerning the carriage of drugs in first-aid kits of railway trains, ships or aircraft engaged in international traffic

1. The carriage by railway trains, ships or aircraft engaged in international traffic of such limited amounts of drugs as are needed during their journey or voyage for first-aid purpose [in emergency cases] shall not be considered to be import, export or transit within the meaning of this Convention.

2. Proper safeguards shall be taken [by the country of registry] to prevent the [improper use] [abuse] of these drugs or their diversion for illicit purposes. The Commission, in [agreement] [consultation] with the International Civil Aviation Organization, the International

²¹ The text of this article has been included in square brackets according to the Commission's decision, and constitutes a provisional draft which may have to be revised after the opinions of the WHO and other organizations concerned become available.

The representative of the United States opposed the inclusion of this article since he considered dealing with this matter as premature at this moment.

Maritime Consultative Organization and the World Health Organization, shall recommend such safeguards.

3. As regards drugs carried by ships or aircraft in accordance with the provisions of paragraph 1, the laws, regulations, permits and licences of the country of registry shall apply without prejudice, however, to the right of the competent local authorities to carry out checks, inspections and other control measures on board the ship or aircraft. The administration of such drugs shall not be subject to the requirement of a medical prescription (article 42, paragraph 2 (b)).]

SUB-CHAPTER C. — NATIONAL SUPERVISION

Article 44

Measures of supervision and inspection

1. The parties shall require:

(a) That all persons who obtain licences as provided in accordance with the provisions of this Convention or who have managerial or supervisory positions in a state enterprise or system of state enterprises established in accordance with this Convention, shall have adequate qualifications for the effective and faithful implementation of the provisions of such laws and regulations as are enacted pursuant thereto:

(b) That governmental authorities, manufacturers, traders, scientists, scientific institutions and hospitals keep such records as will show the quantities of each drug manufactured and of each individual acquisition and disposal of drugs. Such records shall respectively be preserved for a period of not less than two years. Where counterfoil books (article 42, 2 (b)) of official prescriptions are used, such books including the counterfoils shall also be kept for a period of not less than two years.

CHAPTER IX. — MEASURES AGAINST ILLICIT TRAFFICKERS

Article 45

*International co-operation*²²

1. The Parties shall co-operate closely with each other and with the competent international organizations with a view to maintaining a co-ordinated campaign against the illicit traffic.

2. With due regard to their constitutional and administrative systems, the Parties may usefully:

(a) Establish specialized units acting either within, or in liaison with, the special administration provided for under article 26, for the matters covered by article 46;²³

(b) Make arrangements at the national level for co-ordination of preventive action against the illicit traffic.²⁴

²² The observer from Italy objected to this provision on the grounds that his country was not a Party to the 1936 Convention.

²³ The representatives of the United Kingdom and Yugoslavia did not consider that it was necessary or desirable to have a provision (paragraph 2 (a)) in these terms, which go further than the existing Conventions.

²⁴ In the opinion of the Drafting Committee, this provision (paragraph 2 (a) and (b)) ought to be combined with article 26.

Article 46

Penal provisions

1. Subject to their constitutional limitations, the Parties undertake to adopt such measures as will ensure that:

(a) Cultivation, production, manufacture, extraction, preparation, possession, offering, offering for sale, distribution, purchase, sale, delivery on any terms whatsoever, brokerage, dispatch, dispatch in transit, transport, *importation and exportation of drugs contrary to the provisions of this Convention*;

(b) Intentional participation in, conspiracy to commit, and attempts to commit any of these acts; and

(c) To the extent permitted by domestic law, preparatory acts; shall be punishable offences, and that serious offences shall be liable to severe punishment particularly by imprisonment or other penalties of deprivation of liberty.

2. The Parties undertake within the framework of their existing legal systems and criminal jurisdiction and subject to their constitutional limitations to adopt such measures as will ensure that:

(a) Each of the offences enumerated in paragraph 1, if committed in different countries, shall be considered as a distinct offence.

(b) Foreign convictions for the offences shall be taken into account for the purpose of establishing recidivism;

(c) Serious offences committed abroad either by nationals or by foreigners shall be prosecuted by the State in which the offender may be found if otherwise the offender might escape prosecution.²⁵

3. The offences specified in paragraph 1 (a) and (b) and, to the extent permitted by domestic law, and subject to constitutional limitations, the offences specified in paragraph 1 (c), shall be deemed to be included as extradition crimes in any extradition treaty which has been or may hereafter be concluded between any of the Parties and shall as between those Parties which do not make extradition conditional on the existence of a treaty or on reciprocity be recognized as extradition crimes; provided that extradition shall be granted in conformity with the law of the Party to which application is made and that the Party shall have the right to refuse to effect the arrest or grant the extradition in cases where the

²⁵ The representative of Hungary stated that the State where the offence was committed should first and foremost have the right to prosecute the offender. Therefore—with consideration for the territorial principle generally prevailing in international criminal law—a foreigner shall be prosecuted for his offence by the State in which he may be found only if the State in which he committed his offence does not ask for his extradition. Such an instance is conceivable if the offender has departed to a faraway country from whence the cost of his extradition would be out of proportion to his offence. In connexion with this the representative of Hungary thought that, inasmuch as the State where the offence was committed does not ask for the extradition of the offender, that State should be obliged to send the documents concerning his offence to the State where the offender may be found, for the purpose of starting criminal proceedings against him.

competent authorities consider that the offence is not sufficiently serious.²⁶

4. Nothing in this article shall be prejudicial to the attitude of a Party towards the general question of the limits of national criminal jurisdiction under international law.

5. Nothing contained in this article shall affect the principle that the offences to which it refers shall in each State be defined, prosecuted and punished in conformity with its domestic law.

Article 47

*Seizure and confiscation*²⁷

1. Any drugs, substances and equipment intended for the commission of any of the offences referred to in article 46, paragraph 1, shall be liable to seizure and confiscation.

2. Without prejudice to the special provisions of article 35 relating to opium and poppy-straw the Parties shall either:

(a) Destroy drugs listed in Schedule I, which are confiscated from the illicit traffic and are no longer required for judicial proceedings or other action on the part of the authorities; or

(b) Use such drugs in the manufacture of drugs listed in Schedule II, or substances not subject to the Convention; or

(c) Subject to article 2, appropriate such drugs for medical or scientific use, either by the Government or under its control.

CHAPTER X.—DRUG ADDICTION

Article 48

Treatment of drug addicts

1. The Parties shall give special attention to the provision of facilities for the medical treatment, care and rehabilitation of drug addicts.²⁸

²⁶ The representative of Hungary stated that, in the interest of more effective prosecution of offenders, extradition should be made obligatory. Therefore the drafting of paragraph 3 of this article to the effect that Parties should endeavour to include the offences specified in the draft in any extradition treaty which has been or may hereafter be concluded between them is not adequate. On the pattern of other previous international conventions, the Hungarian delegation proposed that the Parties should designate the offences specified in the draft as extradition crimes in any extradition treaties which have been or may hereafter be concluded between them.

²⁷ The representatives of Mexico and Peru considered that the term “confiscation” should either be deleted or, where necessary, replaced by the word “seizure”.

²⁸ The representative of Canada stated that the obligation imposed by article 48 to establish facilities for the treatment of drug addicts warranted some comment; in Canada, the treatment of a condition such as drug addiction was regarded as a matter coming within jurisdictional responsibility of provincial authorities. The inclusion therefore in the Convention of article 48 would involve a reservation or the inclusion in the Convention of a satisfactory Federal State clause.

2. If they have a serious problem of drug addiction and their economic resources permit they shall use their best endeavours to establish facilities for the compulsory treatment of drug addicts in closed institutions.²⁹

CHAPTER XI.—GENERAL PROVISIONS

Article 49

Languages of the Convention and procedure for acceptance

1. This Convention, of which the Chinese, English, French, Russian and Spanish texts are equally authentic, shall be open for signature or acceptance on behalf of any Member of the United Nations, of any State invited to participate in the Conference held at — on —, and also of any other State which the Council may invite to become a Party.³⁰

2. Any such States may:

- (a) Sign without reservation as to acceptance;
- (b) Sign subject to acceptance and subsequently accept; or
- (c) Accept.

Acceptance shall be effected by the deposit of a formal instrument with the Secretary-General.

Article 50³¹

Entry into force

1. This Convention shall come into force upon the expiration of thirty days following the signature without

²⁹ The representative of Austria considered that it would be preferable if the compulsory treatment were to be only recommended. The observers from the Federal Republic of Germany, Italy and Switzerland associated themselves with this view.

The representative of the United Kingdom stated that his Government considered that the compulsory treatment of drug addicts in public (closed) institutions was a subject which might be made the basis of a recommendation but ought not to be converted into a positive requirement (even in the qualified form in the draft) of an international treaty.

The representative of Canada stated that, inasmuch as the treatment of drug addicts involved medical responsibilities, it might unduly impede or hamper the development of improved treatment facilities or procedures in the future if the Convention limited treatment to that provided in closed institutions only.

The representative of Iran stated that at present his Government was using mobile units for the treatment of addicts. That was not only because economic resources were not yet adequate to establish closed institutions, but also because mobile units were necessary to make treatment available in remote areas.

³⁰ The delegations of Hungary and the USSR believed that paragraph 1 of article 49 implied the possibility that some States might be deprived of a right to become a Party to the Single Convention and therefore it was inconsistent with the idea that every State should fall under international control of narcotics. They thought that the wording of this article should be amended to enable any State wishing to become a Contracting Party to the Single Convention to do so regardless of whether it was a Member of the United Nations, invited to participate in a conference, or invited by the Council to become a Party to the Convention.

³¹ The representative of the United Kingdom stated that, in the view of his delegation, since article 38 recognized only three countries as exporters of coca leaves, and that Parties would be able to import coca leaves only from one of those three countries which was also a Party to the Convention, there should be a requirement that, as in the case of opium, a certain number of coca leaf producers should ratify the Convention before it comes into force.

reservation as to acceptance, or the deposit of an instrument of acceptance (article 49), by at least twenty-five States including:

(a) Three of the following:

Belgium, France, Federal Republic of Germany, Italy, Japan, Netherlands, Switzerland, United Kingdom of Great Britain and Northern Ireland, United States of America; and

(b) Three of the following:

Bulgaria, Greece, India, Iran, Turkey, Union of Soviet Socialist Republics, Yugoslavia.³²

2. In respect of any other State signing without reservation as to acceptance, or depositing an instrument of acceptance, after the date on which the requirements as to signature or deposit under paragraph 1 have been fulfilled, this Convention shall come into force upon the expiration of thirty days after the signature or deposit by that State.

Article 51

Territorial application

This Convention shall apply to all the Non-Self-Governing, Trust, colonial³³ and other non-metropolitan territories for the international relations of which any Party is responsible, except where the previous consent of a non-metropolitan territory is required by the Constitution of the Party or of the non-metropolitan territory, or required by custom. In such case the Party shall endeavour to secure the needed consent of the non-metropolitan territory within the shortest period possible, and when that consent is obtained the Party shall notify the Secretary-General. This Convention shall apply to the territory or territories named in such notification from the date of its receipt by the Secretary-General. In those cases where the previous consent of the non-metropolitan territory is not required, the Party concerned shall, at the time of signature or acceptance, declare the non-metropolitan territory or territories to which this Convention applies.

Article 52

Termination of previous international treaties

The provisions of this Convention shall, upon its coming into force, terminate and replace, in relations between Parties, the provisions of the following treaties:

(a) International Opium Convention, signed at The Hague on 23 January 1912;³⁴

³² E/CN.7/SR.384. The observer from Afghanistan stated that his Government might reconsider its opium policy and request at the plenipotentiary conference for the adoption of the Single Convention, the inclusion of Afghanistan among the Parties authorized to produce opium for export.

³³ The Department of Trusteeship and Information from Non-Self-Governing Territories of the United Nations Secretariat has advised against the use of the term "colonial".

³⁴ The United States recommended an addition to paragraph (a), so that this paragraph would read: "(a) International Opium Convention, signed at The Hague on 23 January 1912, except for article 1 thereof, which shall continue in force." The retention of the general provision of article 1 of the 1912 Hague Convention is believed to be necessary to sustain the constitutional validity of a statute of the United States relating to control of opium production.

(b) Agreement concerning the Manufacture of, Internal Trade in and Use of Prepared Opium, signed at Geneva on 11 February 1925;

(c) International Opium Convention, signed at Geneva on 19 February 1925;

(d) Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, signed at Geneva on 13 July 1931;

(e) Agreement for the control of opium smoking in the Far East, signed at Bangkok on 27 November 1931;

(f) Convention for the Suppression of the Illicit Traffic in Dangerous Drugs, signed at Geneva on 26 June 1936;

(g) Protocol signed at Lake Success, New York, on 11 December 1946, amending the Agreements, Conventions and Protocols on narcotic drugs, concluded at The Hague on 23 January 1912, at Geneva on 11 February 1925 and 19 February 1925 and 13 July 1931, at Bangkok on 27 November 1931 and at Geneva on 26 June 1936;

(h) The Conventions and Agreements referred to under (b)-(f) as amended by the Protocol of 1946 referred to under (g);

(i) Protocol signed at Paris on 19 November 1948 bringing under international control drugs outside the scope of the Convention of 13 July 1931 for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946;

(j) Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and Use of Opium, signed at New York on 23 June 1953.

Article 53

Transitional provisions

1. The functions of the Board provided for in article 14 shall, as from the date of the coming into force of this Convention (article 50, paragraph 1), be provisionally carried out by the Permanent Central Board constituted under chapter VI of the Convention referred to in article 52 (c) as amended, and by the Supervisory Body constituted under chapter II of the Convention referred to in paragraph 52 (d) as amended, as such functions may respectively require.

2. The Council shall fix the date on which the new Board referred to in article 14 shall enter upon its duties. As from that date this Board shall, with respect to the States Parties to the treaties enumerated in article 52³⁵ which are not Parties to this Convention, undertake the functions of the Permanent Central Board and of the Supervisory Body referred to in paragraph 1.

Article 54

Denunciation

1. After the expiry of two years from the date of the coming into force of this Convention (article 50,

³⁵ I.e. the Treaties referred to in article 52 (c), (d), (i) and (j).

paragraph 1) any Party may, on its own behalf or on behalf of a territory for which it has international responsibility, and which has withdrawn its consent given in accordance with article 51, denounce this convention by an instrument in writing deposited with the Secretary-General.

2. The denunciation, if received by the Secretary-General on or before the first day of July in any year, shall take effect on the first day of January in the succeeding year, and, if received after the first day of July, shall take effect as if it had been received on or before the first day of July in the succeeding year.

3. This Convention shall be terminated if, as a result of denunciations made in accordance with paragraph 1, the conditions for its coming into force as laid down in article 50, paragraph 1, cease to exist.

Article 55³⁶

Amendments

1. A member of the Commission or a Party may propose an amendment to the Convention.

2. The Commission shall decide which of the following procedures shall be applied.³⁷

(a) The Secretary-General shall convene a conference of Parties to consider the proposed amendment. He shall invite to the conference such States other than Parties which have been invited to attend the conference referred to in article 49, or whose participation would, in the opinion of the Commission, be desirable; or

(b) The Secretary-General shall place the proposed amendment on the provisional agenda of the General Assembly. The General Assembly may recommend to the Parties for acceptance a treaty incorporating the amendment in the form in which it was proposed, or in a modified form, or another amendment; or

(c) The Commission may, by a two-thirds majority of the members present and voting, adopt the amendment

³⁶ The Commission considered that the problems involved herein were both legal and political and, because of the divergent views expressed by Governments, this article should be reserved for the plenipotentiary conference. The Commission held, however, that there should be no general authority of the Commission to amend the Convention.

³⁷ The point of view of the French Government (see E/CN.7/308) is that the Convention should not be capable of amendment in any manner other than that of its adoption.

The Delegations of Hungary and of the USSR believe that it should be stipulated in article 55 that decisions of the Commission concerning changes to be made to the Convention must not touch upon the basic provisions thereof.

The representative of the United States stated that provision should be made for screening proposed amendments to determine whether sufficient interest exists to warrant initiation of the amendment procedure, for instance, a provision similar to article 33 of the 1931 Convention. He noted also the decision of the Commission, at its eleventh session, that the Single Convention should not provide for amendment by decision of the Commission. He stated the United States' position that the selection of the amending organ—i.e., the General Assembly or an *ad hoc* diplomatic conference—should be left to the Commission, and that an amendment adopted either by the General Assembly or by the Conference would bind only such Parties as accept it, disapproving the alternative provision "or do not reject it within a given period of time."

in the form in which it was proposed or in a modified form. In such a case:

(i) After review of the Commission's decision by the Council (article 11), the Secretary-General shall, without delay, transmit to all Parties a notification in accordance with article 11, paragraph 2;

(ii) The amendment shall be binding upon each Party which has not rejected it within a period of ninety days from the date of the receipt by such a Party of the notification referred to under (i), provided that:

(aa) The Secretary-General has not received within three hundred and sixty days from the date of the final adoption of the amendment (article 11) twenty-five or more such rejections;

(bb) The amendment shall not come into force in respect of a Party before the expiry of the said periods of three hundred and sixty or of ninety days, whichever period shall be longer; and

(iii) The rejections provided for in sub-paragraph (c) (ii) of this paragraph may be withdrawn at any time, in which case the amendment shall come into force in respect of the Party concerned on the date of such withdrawal, always provided that the said periods have expired, and that such withdrawal, if made after the expiry of the period of three hundred and sixty days, shall not be deducted from the twenty-five or more rejections referred to in paragraph 2 (c) (ii) (aa) of this article.

Article 56

Disputes

If there should arise between the Parties a dispute of any kind relating to the interpretation or application of this Convention, and if such a dispute cannot be satisfactorily settled by diplomatic means, it shall be referred to arbitration or judicial settlement. In the absence of agreement on the choice of another tribunal, the dispute shall, at the request of a party to the dispute, be referred to the International Court of Justice, if all the parties to the dispute are Parties to the Statute of the Court and, if a party to the dispute is not a Party to that Statute, to an arbitral tribunal constituted in accordance with The Hague Convention of 18 October 1907 for the Pacific Settlement of International Disputes.

Article 57³⁸

Reservations

1. No reservations other than those made in accordance with the following paragraphs shall be permitted.

³⁸ The Commission considered that the problems involved herein were both legal and political and that this article should be reserved for the plenipotentiary conference.

The delegations of Hungary and the USSR stated that any State which is prepared to become a party to the Single Convention has the right to enter reservations to this Convention. The legal consequence of such a reservation is that the agreement comes into force between the State making the reservation, and other States Parties to the Convention, with the exception of that part of the Convention to which the reservation relates. Any State is also at liberty to inform the Secretary-General that it does not agree to consider itself bound by the Convention in respect of the State

2. A Party may at the time of signature or acceptance (article 49) reserve the right to permit temporarily in any one of its territories:³⁹

(a) The quasi-medical use of opium;

(b) Opium smoking;

(c) Coca leaf chewing;

(d) The use of cannabis, cannabis resin, extracts and tinctures of cannabis for medical and non-medical purposes; and

(e) The production and manufacture of and trade in the drugs referred to under (a) to (d) for the purposes mentioned therein.

3. The maximum opium stocks which a Party having reserved the use of opium for quasi-medical purposes or for smoking may hold (article 34), shall be increased by the amount consumed for such purposes in the two preceding years.

4. The reservations under paragraph 2 shall be subject to the following restrictions:

(a) The activities mentioned in paragraph 2 may be authorized only to the extent that they were traditional in the territories in respect of which the reservation is made, and were there permitted on —;

(b) No export of the drugs referred to in paragraph 2 for the purposes mentioned therein may be permitted to a non-party or to a territory to which this Convention does not apply under article 51;

(c) Only such persons may be permitted to smoke opium as were registered by the competent authorities to this effect on —;

(d) The quasi-medical use of opium must be abolished within . . . years from the coming into force of this Convention (article 50);

(e) Coca leaf chewing must cease within twenty-five years from the coming into force of this Convention (article 50);⁴⁰

(f) The use of cannabis for other than scientific purposes must be discontinued within — years from the coming into force of this Convention (article 50);

(g) The production and manufacture of and trade in the drugs referred to in paragraph 2 for any of the uses

making the reservation. In this case the Convention will not be considered as in force between such State and the State making the reservation.

The Mexican delegation stated that it was opposed to the inclusion in the Convention of the restrictive article of the 1953 Protocol, respecting reservations. It must be taken into consideration that the Convention is to be a single instrument affecting matters under various constitutional and legal provisions. This will give rise to conflicts of law, some of which could only be solved by reservations. Paragraph 654 of the second draft (E/CN.7/AC.3/7) is more in agreement with the system of reservations adopted by the United Nations.

³⁹ The observer from Pakistan stated that this paragraph should begin with the words "A Party may at the time of signature or acceptance (article 49) reserve the right to permit in its territories for a period reasonable in its circumstances". Paragraph 2 (d) should begin with the words "The production and use of cannabis".

⁴⁰ The representative of Iran stated that the period for the continued chewing of coca leaf should be reduced to ten years.

mentioned therein must be reduced and finally suppressed simultaneously with the reduction and suppression of such uses.

5. A Party making a reservation under paragraph 2 shall:

(a) Include in the annual report to be furnished to the Secretary-General, in accordance with article 27, paragraph 1 (a), an account of the progress made in the preceding year towards the abolition of the use, production, manufacture or trade referred to under paragraph 2;

(b) Furnish to the Board separate estimates (article 29) and statistical returns (article 28) in respect of the reserved activities in the manner and form prescribed by the Board, as approved by the Commission.

6. (a) If a Party which makes a reservation under paragraph 2 fails to furnish:

(i) The report referred to in paragraph 5 (a) within six months after the end of the year to which the information relates;

(ii) The estimates referred to in paragraph 5 (b) within three months after the date fixed for that purpose by the Board in accordance with article 21, paragraph 1;

(iii) The statistics referred to in paragraph 5 (b) within three months after the date on which they are due in accordance with article 28, paragraph 2,

the Board or the Secretary-General, as the case may be, shall send to the Party concerned a notification of the delay requesting such information within a period of three months after the receipt of that notification.

(b) If the Party fails to comply within this period with the request of the Board or the Secretary-General, the reservation in question made under paragraph 2 shall cease to be effective.

[7. Any State may at the time of signature or acceptance also make reservations in respect of the following provisions:

. . .]

[7. A State which desires to become a Party but wishes to be authorized to make reservations other than those listed in paragraph 2 may inform in writing the Secretary-General of such intention. The Secretary-General shall immediately communicate the proposed reservation to all States which have signed or accepted this Convention to ask whether they have any objections. If none of these States makes an objection in writing within a period of one hundred and eighty days from the date of this communication, the reservation concerned shall be deemed to be accepted, provided, however, that after the coming into force of this Convention only objections from Parties shall be considered.]

[7. Any State which is prepared to become a Party but which may wish to be authorized to make reservations as to the application of this Convention other than those enumerated in paragraph 2 may inform the Secretary-General of its intention. The Secretary-General shall

immediately communicate such reservations to all Parties and ask whether they have any objections. If no Party makes an objection within a period of one hundred and eighty days from the date of the said communication, the reservation concerned shall be deemed to be accepted.]

8. A State which has made reservations may at any moment by a notification in writing withdraw all or part of its reservations.

Article 58

Notifications

The Secretary-General shall notify to all the Members of the United Nations and to the other States referred to in article 49, paragraph 1:

. . .

In faith whereof, the undersigned, duly authorized, have signed this Convention on behalf of their respective Governments:

. . .

Done at — this — day of — 195— in a single copy, which shall be deposited in the archives of the United Nations, and of which certified true copies shall be delivered to all the Members of the United Nations and to the other States referred to in article 49, paragraph 1.

Schedules ⁴¹

Schedule I

This schedule will list all drugs except those listed in Schedule II, and will include such drugs as opium, morphine, pethidine, diacetylmorphine, etc.

Schedule II

This schedule will contain all drugs which are subject to a less severe regime and are at present listed in group II, such as codeine.

Schedule III

This schedule will list the preparations which will be exempted from international control, such as preparations containing not more than 0.2% of morphine and compounded with an active substance, or preparations which were expressly exempted by the Health Committee of the League of Nations, such as *Pulvis ipecacuanhae compositus*.

Schedule IV

This schedule will list those drugs in Schedule I which would be subject to the regime of prohibition, such as diacetylmorphine. Cannabis, which might ordinarily be listed in this Schedule, is, however, subject to a special regime as contained in article 40, and if listed in this schedule, reference should be made to the provisions of this latter article.

⁴¹ See Report, Twelfth Session, annex VI, article 2, and article 2, paragraph 1 (a) in the present annex.

ANNEX VI

LIST OF DOCUMENTS RELEVANT TO THE REPORT OF THE COMMISSION

<i>Chapter</i>	<i>Documents</i>
I. ORGANIZATIONAL AND ADMINISTRATIVE MATTERS	
Representation at the session	
Opening and duration of the session	
Election of officers	
Adoption of the agenda	Provisional agenda: E/CN.7/334 and Add. 1 Provisional timetable: E/CN.7/L.173 Note by the Secretary-General: E/CN.7/L.171
Programme priorities in the field of narcotic drugs; control and limitation of documentation	
Adoption of the report of the Commission to the Council on its thirteenth session	E/CN.7/L.191 and Add.1-29
Organization of the fourteenth session of the Commission	Note by the Secretariat: E/CN.7/L.206
Place of meeting of the fourteenth session of the Commission	Draft resolution by the United States: E/CN.7/L.177 Statement of financial implications: E/CN.7/L.177/Add.1
II. IMPLEMENTATION OF THE TREATIES AND INTERNATIONAL CONTROL	
Report of the Division of Narcotic Drugs	Report of the Division of Narcotic Drugs: E/CN.7/335 and Add. 1 Draft resolution by France; list of countries and regions: E/CN.7/L.174 (withdrawn) Status of multilateral narcotics conventions: E/CN.7/335/Add.3
Ratifications, acceptances, accessions and declarations concerning the multilateral treaties on narcotic drugs	
Annual reports of Governments	<i>Summary of Annual Reports of Governments for 1956:</i> E/NR.1956/Summary and Add.1. United Nations publication, Sales No.: 58.XI.2 and Add.1 Note by the Secretary-General: E/NF.1958/1
List of firms authorized to manufacture narcotic drugs	
List of national authorities empowered to issue certificates	Addendum bringing up to date E/NA.1957/1: E/NA.1957/1/Add.1
National laws and regulations	<i>Cumulative Index 1947-1957:</i> E/NL.1957/Index. United Nations publication, Sales No.: 58.XI.13 Scope of control: E/CN.7/336 Note by the Secretariat: E/CN.7/343
Use of non-proprietary names for narcotic drugs under international control	
Lists of drugs	<i>Multilingual List of Narcotic Drugs under International Control:</i> E/CN.7/341. United Nations publication, Sales No.: 58.XI.1 Table by the Secretariat: E/CN.7/335/Add.4
Report of the Permanent Central Opium Board	<i>Report to the Economic and Social Council on the Work of the Board in 1957:</i> E/OB/13 and Addendum. United Nations publication, Sales No.: 1957.XI.3 Draft resolution by the Rapporteur: E/CN.7/L.181 <i>Estimated World Requirements of Narcotic Drugs in 1958:</i> E/DSB/15. United Nations publication, Sales No.: 1957.XI.4 Draft resolution by the Rapporteur: E/CN.7/L.183 Note by the Secretariat: E/CN.7/349 Note by the Secretariat: E/CN.7/337
Statement of the Drug Supervisory Body	
Appointment of a member of DSB	
Question of prolongation of term of office of member of DSB appointed by the Commission	
Eighth report of the Expert Committee on Addiction-producing Drugs of the World Health Organization	<i>World Health Organization: Technical Report Series, No. 142;</i> E/CN.7/340

<i>Chapter</i>	<i>Documents</i>
Decision to place levomoramide under provisional international control	NAR/CL.1/1958, NAR/CL.2/1958
Control of normethadone	Draft resolution by the Rapporteur: E/CN.7/L.182 Amendments by the United Kingdom to E/CN.7/L.182: E/CN.7/L.188
Control of nicophine	
Universal Postal Union	
Carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight	Note by the Secretariat: E/CN.7/344 Report of working group on provisional safeguards: E/CN.7/L.184 Draft resolution and proposal by the Rapporteur: E/CN.7/L.186 Proposed addition by the Rapporteur to E/CN.7/L.184: E/CN.7/L.204
Reports of the Permanent Anti-narcotics Bureau of the League of Arab States	Draft resolution by the Committee appointed to study this question: E/CN.7/L.176
III. ILLICIT TRAFFIC	
Reports on the illicit traffic in 1957	Review of the illicit traffic in narcotic drugs during 1957: E/CN.7/347 and Add.1 Memorandum by the International Criminal Police Organization on the illicit traffic in 1957: E/CN.7/348 Chapters XI of annual reports for 1957: E/CN.7/R.8 and Add. 1-50 Summaries of reports on illicit transactions and seizures: E/NS.1956/Summaries 4-12; E/NS.1957/Summaries 1-2 Report of the Committee on Illicit Traffic: E/CN.7/L.170
IV. ABUSE OF DRUGS (DRUG ADDICTION)	
	Note by the Secretariat: E/CN.7/345 Information from the Philippines and Viet-Nam: E/CN.7/350 Draft resolution by the Rapporteur: E/CN.7/L.197
V. OPIUM AND OPIATES	
The request of Afghanistan to be recognized as a State producing opium for export	Law concerning the prohibition of cultivation, trade, purchase, sale, import, export and use of opium in Afghanistan: E/NL.1958/13 Draft resolution by India: E/CN.7/L.180
Scientific research on opium	Report of the Committee of Experts on the United Nations Programme of Opium Research: E/CN.7/338 Note by the Secretariat: E/CN.7/346 and Add.1 Draft resolution by France on opium origin determination: E/CN.7/L.172
The question of diacetylmorphine	Note by the Secretariat: E/CN.7/335/Add.2
VI. THE QUESTION OF THE COCA LEAF	
	Information received from Colombia: E/CN.7/351
VII. THE QUESTION OF CANNABIS	
	Surveys of the cannabis situation in Mozambique, Burma and Lebanon: E/CN.7/286/Add.10/Rev.1, E/CN.7/286/Add.19-20 Information submitted by the USSR: E/CN.7/352 Draft resolution by the Rapporteur: E/CN.7/L.199

<i>Chapter</i>	<i>Documents</i>
VIII. THE QUESTION OF SYNTHETIC NARCOTIC DRUGS	Note by the Secretariat: E/CN.7/339
IX. OTHER SUBSTANCES	
The question of khat	Information from Governments: E/CN.7/353
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XI. TECHNICAL ASSISTANCE FOR NARCOTICS CONTROL	Note by the Secretariat: E/3077-E/CN.7/342 Seminar organized by ICPO: E/CN.7/L.175 Joint draft resolution by France, Iran, the United Arab Republic and the United States: E/CN.7/L.178 Amendment by India to E/CN.7/L.178: E/CN.7/L.185/Rev.1
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