



COMMISSION ON NARCOTIC DRUGS

REPORT OF THE TWENTY-SECOND SESSION

(8-26 January 1968)

ECONOMIC AND SOCIAL COUNCIL

OFFICIAL RECORDS : FORTY-FOURTH SESSION

SUPPLEMENT No. 2

UNITED NATIONS

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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.

E/4455
E/CN.7/512



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New York, 1968

ABBREVIATIONS

The following abbreviations are used throughout the text:

| <i>Abbreviation</i> | <i>Full title</i> |
|---------------------|--|
| ILO | International Labour Organisation. |
| FAO | Food and Agriculture Organization of the United Nations. |
| UNESCO | United Nations Educational, Scientific and Cultural Organization. |
| UNICEF | United Nations Children's Fund. |
| WHO | World Health Organization. |
| LAS | League of Arab States. |
| ICPO/INTERPOL .. | International Criminal Police Organization. |
| DSB | Drug Supervisory Body. |
| PCNB | Permanent Central Narcotics Board. |
| INCB | International Narcotics Control Board. |
| ECAFE | Economic Commission for Asia and the Far East. |
| EPTA | Expanded Programme of Technical Assistance. |
| UNDP | United Nations Development Programme. |
| 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 ... | International 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. |
| 1936 Convention ... | Convention of 1936 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 |
| 1946 Protocol | Protocol of 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, signed at Lake Success, New York, on 11 December 1946. |
| 1948 Protocol | 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. |
| 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. |
| 1961 Convention ... | Single Convention on Narcotic Drugs, 1961, signed at New York on 30 March 1961. |

Previous reports 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:

| | |
|--------------------------|---|
| Seventeenth session ... | <i>Official Records of the Economic and Social Council, Thirty-fourth Session, Supplement No. 9 (E/3648-E/CN.7/432)</i> |
| Eighteenth session | <i>Ibid., Thirty-sixth Session, Supplement No. 9 (E/3775-E/CN.7/455)</i> |
| Nineteenth session | <i>Ibid., Thirty-seventh Session, Supplement No. 9 (E/3893-E/CN.7/466)</i> |
| Twentieth session | <i>Ibid., Fortieth Session, Supplement No. 2 (E/4140-E/CN.7/488)</i> |
| Twenty-first session ... | <i>Ibid., Forty-second Session, Supplement No. 2 (E/4294-E/CN.7/501).</i> |

COMMISSION ON NARCOTIC DRUGS

Report to the Economic and Social Council on the twenty-second session of the Commission, held in Geneva from 8 to 26 January 1968

CHAPTER I

ORGANIZATIONAL AND ADMINISTRATIVE MATTERS

Membership of the Commission

1. At its forty-second session¹ the Council re-elected Canada, France, Ghana, Peru, Switzerland, United States of America and Yugoslavia for a term of four years, as from 1 January 1968, and it elected the Dominican Republic for the same period. For the present membership of the Commission and the dates of expiry of the terms of office of members, see the table in annex I.

Representation at the session²

2. The twenty-four members of the Commission were represented as follows:

| | |
|--|---|
| <i>Brazil</i> | Mr. F. J. Novaes Coelho |
| <i>Canada</i> | Mr. R. E. Curran, Q.C. Mr. R. C. Hammond * Mr. J. Corbeil ** |
| <i>China</i> | Dr. C. K. Liang Mr. Y. F. Wu ** |
| <i>Dominican Republic</i> | Dr. F. Herrera-Roa * Dr. M. B. Diaz Franjul ** |
| <i>Federal Republic of Germany</i> | Dr. H. Danner Dr. Elsa von Kotzebue * Dr. K. Kornfeld ** Mr. G. Labitzke ** Mr. Georg von Neubronner ** |
| <i>France</i> | Dr. J. F. Mabileau Mrs. G. Hirlemann * Mr. M. Carrere ** Mr. J. Verde ** |
| <i>Ghana</i> | Mr. T. E. C. Sagoe Mr. S. R. Amankwa-Sakyi * Mr. B. K. Yeboah ** |
| <i>Hungary</i> | Dr. Béla Bölcs Mr. J. Sas * |
| <i>India</i> | Mr. D. P. Anand Mr. N. Krishnan * Mr. K. K. S. Rana ** |
| <i>Iran</i> | Dr. H. A. Azarakhch |
| <i>Jamaica</i> | Dr. W. J. S. Wilson |

| | |
|--|---|
| <i>Japan</i> | Mr. H. Asahina Mr. Shinichi Ebina * Mr. S. Kaneda ** |
| <i>Mexico</i> | Mr. J. Barona Lobato Mr. H. Cárdenas-Rodríguez * |
| <i>Morocco</i> | Mr. Kjiri Abdellah |
| <i>Nigeria</i> | Mr. A. A. Oluwole |
| <i>Peru</i> | Dr. P. Cardich Mr. F. Solari Swayne ** |
| <i>Republic of Korea</i> | Mr. Chung Boo Rhee Dr. Seung Kee Jin * Mr. D. I. Lee * |
| <i>Switzerland</i> | Mr. J. P. Bertschinger Mr. T. Kémeny * Mr. J. Benoit ** Mr. L. Bischoff ** |
| <i>Turkey</i> | Mr. S. Ağba Mr. M. Sirman ** |
| <i>Union of Soviet Socialist Republics</i> | Dr. E. Babaian Mr. E. Sviridov ** Mr. G. A. Novgorodtsev ** |
| <i>United Arab Republic</i> | Dr. H. H. El-Hakim Brig. A. H. Ezzat * |
| <i>United Kingdom</i> | Mr. P. Beedle |
| <i>United States of America</i> .. | Mr. H. J. Anslinger Mr. H. L. Giordano * Mr. J. Finlator ** Mr. J. C. Cobb ** Miss H. E. Dougherty ** Mr. W. E. Hewitt ** Mr. D. E. Miller ** |
| <i>Yugoslavia</i> | Mr. D. Nikolić |

* Alternate. ** Adviser.

3. At the invitation of the Commission the following States sent observers to participate in its proceedings:

| State | Observers |
|------------------------|------------------------------------|
| <i>Algeria</i> | Mr. S. Bouzar Mr. O. Benzitouni |
| <i>Argentina</i> | Mr. G. A. Urrutia |
| <i>Belgium</i> | Mr. B. J. A. Huyghe |
| <i>Bulgaria</i> | Mr. T. I. Apostolov |
| <i>Burma</i> | H.E. U Lwin U Kyaw Min |
| <i>Cuba</i> | Mr. F. Ortiz Rodriguez |

¹ E/SR.1472.

² See E/CN.7/SR.589 and 613.

| <i>State</i> | <i>Observers</i> |
|---------------------------|--|
| <i>Denmark</i> | Mr. P. Nørby |
| <i>Israel</i> | Mr. J. Alon Miss E. Falk |
| <i>Italy</i> | Dr. F. Ferretto |
| <i>Lebanon</i> | Dr. M. Basbous Mr. R. Mourad |
| <i>Malaysia</i> | Mr. Hood Bin Dato'Haji Ahmad |
| <i>Netherlands</i> | Mr. W. N. Samson Dr. A. H. Witte |
| <i>Pakistan</i> | Mr. A. K. A. Karim Mr. S. A. D. Bukhari |
| <i>Poland</i> | Mrs. J. Nowicka |
| <i>Portugal</i> | Mr. F. de Alcambar Pereira |
| <i>South Africa</i> | Mr. J. H. Selfe |
| <i>Spain</i> | Mr. A. Eyries Valmaseda |
| <i>Sweden</i> | Mr. G. V. E. Krook Mr. A. E. Rosén Mr. H. Linton Mr. C. Gyllenstierna |
| <i>Thailand</i> | Mr. C. Posayanonda Major General N. Bhanumas Col. P. Sarasin Lt.-Col. P. Vanigbandhu Mr. S. Viseshsiri |
| <i>Tunisia</i> | Mr. T. Bouattour Mr. M. Fourati |
| <i>Venezuela</i> | Mr. N. Gómez |
| <i>Viet-Nam</i> | Mr. Cao Van Nghi |

4. The following States were also invited to send observers but did not do so: Afghanistan, Bolivia, Chile, Colombia, Cyprus, Ecuador, Ethiopia, Greece, Jordan, Kenya, Laos, Madagascar, Nepal, Singapore and Syria.

5. The Commission thanked those Governments which had sent observers to the twenty-second session and expressed regret that some countries had been unable to accept the invitation.

6. The representative of the Union of Soviet Socialist Republics considered it regrettable that China should not be represented in the Commission by a delegation duly accredited by the Government of the People's Republic of China. The representative of Hungary associated himself with the remarks of the representative of the Union of Soviet Socialist Republics. The representatives of France and Yugoslavia also stated that China should be represented by the People's Republic of China.

7. The representative of China regretted that the question of China's representation had been raised in the Commission; that question had already been decided by the General Assembly of the United Nations at its twenty-second session. The representative of the United States of America observed that the Commission, which was a functional body, had always refused to consider the question at issue, since Governments had ample opportunity to make their views on the matter known in the appropriate political bodies of the United Nations. Nevertheless, since the delegation of the Union of Soviet Socialist Republics had raised the matter, he

emphasized that, by virtue of the decision taken by the General Assembly of the United Nations on 29 November 1967, the Government of the Republic of China was the only legitimate government of that country.

8. The World Health Organization (WHO) was represented by Dr. H. Halbach and Dr. D. C. Cameron. The Food and Agriculture Organization of the United Nations (FAO) was represented by Dr. de Poerck.

9. The Permanent Central Narcotics Board (PCNB) was represented by Sir Harry Greenfield and Mr. J. Dittert. The Drug Supervisory Body (DSB) was represented by Mr. J. Dittert and Mr. S. Stepczynski.

10. The Permanent Anti-Narcotics Bureau of the League of Arab States (LAS) was represented by Major-General A. Safwat.

11. The following non-governmental organizations in consultative status, Category B, were represented: The International Council of Women by Mrs. N. Kaepelli and Mrs. C. Schaller; The International Criminal Police Organization (ICPO/INTERPOL) by Mr. J. Népote, Mr. L. Aubé and Mr. A. Mouza; and the International Federation of Women Lawyers by Miss H. A. Pfander. The Commission recorded in particular its appreciation of the regular attendance at its sessions of the International Federation of Women Lawyers.

12. Mr. P. P. Spinelli, Under Secretary-General, Director-General of the Office of the United Nations in Geneva, opened the session and welcomed the representatives and observers on behalf of the Secretary-General. Thereafter, during the session, Mr. V. Kušević, Director of the Division of Narcotic Drugs, represented the Secretary-General. The Secretary of the Commission was Mr. A. Messing-Mierzejewski.

Duration of the session

13. The session lasted from 8 to 26 January 1968. Twenty-five plenary meetings were held (589th to 613th meetings).³

Election of officers⁴

14. The Commission elected the following officers by acclamation:

| | |
|------------------------------|--------------------------------------|
| <i>Chairman</i> | Mr. R. E. Curran, Q.C. (Canada) |
| <i>First Vice-Chairman</i> . | Mr. H. Asahina (Japan) |
| <i>Second Vice-Chairman</i> | Mr. J. P. Bertschinger (Switzerland) |
| <i>Rapporteur</i> | Mr. P. Beedle (United Kingdom) |

At the request of the Commission, Mr. H. J. Anslinger (United States of America), Dr. J. Mabileau (France) and Mr. D. Nikolić (Yugoslavia), Chairmen of the Commission at previous sessions, were invited to attend meetings of the Bureau.

³ See E/CN.7/SR.589 to 613.

⁴ Agenda item 1 (see E/CN.7/SR.589).

Adoption of the agenda ⁵

15. The Commission considered the provisional agenda ⁶ drawn up by the Secretary-General after consultation with the Chairman of the Commission at its twenty-first session and in pursuance of the Commission's decision at that session to include certain items.⁷ It adopted the following agenda:

1. Election of officers
2. Adoption of the agenda
3. Implementation of the narcotics treaties and international control:
 - (i) Report of the Division of Narcotic Drugs;
 - (ii) Annual reports of Governments; national laws and regulations, etc.;
 - (iii) Report of the Permanent Central Narcotics Board to the Economic and Social Council on the work of the Board in 1967;
 - (iv) Statement of the Drug Supervisory Body on estimated world requirements of narcotic drugs in 1968;
 - (v) Work of WHO in the field of narcotic drugs.
4. Illicit traffic
5. Abuse of drugs (drug addiction), in particular its economic and social aspects
6. Opium, cannabis and coca leaf; research on opium, cannabis and other substances
7. Questions relating to the control of psychotropic substances not under international control (barbiturates, tranquillizers, amphetamines, etc.)
8. Technical co-operation in narcotics control
9. Programme and priorities in the field of narcotic drugs; control and limitation of documentation; implementation of Economic and Social Council resolution 1264 (XLIII)
10. Report of the Commission on its twenty-second session.

Removal of the Division's staff to the rue de Lausanne

16. The question of location of the Division of Narcotic Drugs was raised by several representatives.⁸ The Commission learned with regret that four-fifths of the Division had been removed to temporary accommodation away from its own essential services (Laboratory and documentation), PCNB and supporting services such as the Library, Administration, Finance etc. This removal originally represented as a temporary measure had already lasted for more than ten months. Approaches made to the competent authorities had not yielded any results.

17. In discussion several representatives drew attention to unsatisfactory features in the preparation, distribution and availability of documents, which seemed to be attributable in large measure to the present situation of the Division and the difficulties which this placed in the way of effective and economical service to the Commission and collaboration with PCNB. The Commission unanimously deplored the splitting of the

Division and its removal from the Palais des Nations, and it proposed that the relevant summary record be communicated to the higher authority, authorizing the Bureau of the Commission to make such approaches as it deemed necessary.

18. Subsequently the Chairman, accompanied, on behalf of the Bureau, by representatives of France, the United Kingdom and the United States, was received by the Deputy Director-General of the United Nations Office at Geneva and presented a note on the subject. The Deputy Director-General of the United Nations Office at Geneva gave an assurance that all efforts would be made to return the Division of Narcotic Drugs to the Palais des Nations as soon as possible and in any event not later than August/September 1968.

19. The Commission noted that on present plans the present difficult situation of the Division was likely to continue for another eight months and aggravate its tasks in preparing for the twenty-third session. In its view the situation should be remedied without delay. Accordingly it urged the Director of the Division to continue to take such steps as were open to him to secure a speedy reunion of the Division in the Palais.

Report of the Commission to the Economic and Social Council on its twenty-second session ⁹

20. At its 613th meeting the Commission decided unanimously to adopt the present report to the Council on its twenty-second session.

Organization of the twenty-third session of the Commission

21. The Commission decided that the Secretary-General should establish its provisional agenda for the next session in consultation with the Chairman of the Commission.¹⁰

22. The Commission decided to invite the Governments of the countries interested in or concerned with the problem of narcotics to be representatives or observers at the twenty-third session and expressed the hope that they would be able to accept. In particular it decided to invite:

Afghanistan, Belgium, Bolivia, Burma, Chile, Colombia, Denmark, Ecuador, Ethiopia, Greece, Israel, Italy, Jordan, Laos, Lebanon, Malaysia, Netherlands, Pakistan, Poland, Portugal, Republic of Viet-Nam, Singapore, South Africa, Spain, Sweden, Syria, Thailand.

Place of meeting of the twenty-third session of the Commission ¹¹

23. Reference was made to the venue of the future sessions of the Commission. The Commission felt that in future it would be advantageous if it could meet in

⁵ Agenda item 2 (see E/CN.7/SR.590 and 613).

⁶ E/CN.7/502. See also E/CN.7/502/Add.1 and E/CN.7/L.289.

⁷ See Report, twenty-first session, para. 17.

⁸ E/CN.7/SR.591 and 613.

⁹ Agenda item 10. (See E/CN.7/SR.611-613.)

¹⁰ Rule 5 of the rules of procedure of the functional commissions E/2425; (see also E/CN.7/SR.612).

¹¹ See E/CN.7/SR.612.

different regions of the world in order to give an opportunity to members to form a clearer picture of special problems affecting certain areas and to allow communities in different parts of the world to become better acquainted with the international effort to control narcotic drugs. The Commission invited the Secretary-

General to consider how effect might be given to that suggestion, but made no recommendation under rule 3 of the rules of procedure regarding the place of meeting of the twenty-third session. Some representatives, however, mentioned New York as the possible place of meeting of the next session.

CHAPTER II

IMPLEMENTATION OF THE NARCOTICS TREATIES AND INTERNATIONAL CONTROL ¹²

24. The Commission reviewed activities in the field of narcotics control since its twenty-first session, as presented in the report of the Division of Narcotic Drugs.¹³ It also studied developments in the implementation of the international treaties on narcotic drugs described in the note by the Secretary-General¹⁴ and in the relevant documentation prepared by the Secretariat.¹⁵

Report of the Division of Narcotic Drugs ¹⁶

25. The Commission discussed the report of the Division of Narcotic Drugs covering the period 1 October 1966 to 31 October 1967, supplemented by more recent information received by the Director of the Division.

26. The Commission took particular note of the wishes of the General Assembly and the Economic and Social Council with regard to the control and restriction of publications and documentation of the United Nations, the pattern of conferences of United Nations organs and the working methods and procedures of those bodies.¹⁷ The Commission's review of documentation is dealt with in chapter VIII below.

27. The Commission extended its congratulations to Mr. Joseph Dittert upon his election by the Council as Secretary of the PCNB.¹⁸

28. The Commission noted that the Council had elected the following countries to fill the eight vacancies on the Commission for a term of four years beginning on 1 January 1968: Canada, Dominican Republic, France, Ghana, Peru, Switzerland, United States of America and Yugoslavia.¹⁹

29. The Council had also held elections at its forty-second session¹⁹ to elect the eleven members of the future International Narcotics Control Board in accord-

ance with article 9 of the 1961 Convention, and had approved the administrative arrangements²⁰ to ensure the full technical independence of the Board as proposed by the Commission at its twenty-first session.²¹

The "Bulletin on Narcotics"

30. The Commission noted that four issues of the *Bulletin on Narcotics* had been published since the twenty-first session, featuring articles or notes on such subjects as intergovernmental and international questions, problems of control in specific countries, drug addiction, opium, cannabis, coca leaf and scientific research, and psychotropic substances.

31. Appreciation was voiced of the continuing quality of the material published in the *Bulletin on Narcotics*. A wish was expressed that in forthcoming volumes more articles reviewing general questions should be included and provision should be made for more articles to be translated into Spanish and Russian.

Signatures, ratifications, acceptances, accessions and declarations concerning the multilateral treaties on narcotic drugs

32. The Commission reviewed developments since its twenty-first session in the light of information received by the Secretariat up to 15 September 1967²² and noted that the following countries had acceded to the various treaties during the period 1 October 1966 to 31 December 1967:

1936 Convention, as amended: Cuba

1961 Convention: Guatemala, Malaysia, Mexico, Norway, Philippines, Turkey, United States of America and Australia (also applying to Papua, Norfolk Island, Christmas Island, Cocos (Keeling) Islands, Heard and MacDonald Islands, Ashmore and Cartier Islands, the Australian Antarctic Territory and the Trust Territories of New Guinea and Nauru).

The representative of the USSR recorded his objection to the use of the term "Australian Antarctic Territory", in view of the international Antarctic Treaty concluded in 1959.

²⁰ Council resolution 1196 (XLII)

²¹ Report, twenty-first session, chap. X.

²² E/CN.7/503, para. 29; E/CN.7/504, paras. 4-8 and annex I.

¹³ Agenda item 3 (see E/CN.7/SR.590-594, 600, 605, 610 and 613).

¹⁴ E/CN.7/503 and Add.1 and 2.

¹⁵ E/CN.7/504.

¹⁶ E/NR.1965-1966/Summary; E/NL.1965/Index/Add.1, E/NA.1967/1, E/NF.1966/1.

¹⁷ Agenda item 3 (i). (See E/CN.7/SR.590-592, 600, 610, 611 and 613.)

¹⁸ General Assembly resolutions 2239 (XXI) and 2247 (XXI); Council resolutions 1264 (XLIII) and 1281 (XLIII).

¹⁹ Council resolution 1198 (XLII).

²⁰ E/SR.1472.

33. The Commission learned with satisfaction that on 31 December 1967 the number of accessions to, and ratifications of, the 1961 Convention was sixty-two, and that Colombia, the Federal Republic of Germany, Gabon, Greece, Iran, Rwanda, Saudi Arabia and Switzerland were taking steps to accede to the 1961 Convention.

34. The representative of France informed the Commission that all the administrative arrangements to enable his country to accede to the 1961 Convention had not yet been completed, but he hoped that by the Commission's next session, he would be able to announce his country's accession to the 1961 Convention.²³

35. The Commission recalled that on several occasions it had drawn the attention of governments to the importance of becoming Parties to the 1961 Convention and that the Council and the General Assembly had adopted resolutions 914 C (XXXIV) and 1774 (XVII) respectively, specifically urging governments to adhere to that Convention. With a view to encouraging a more rapid transition from the system of the older treaties to that of the 1961 Convention the Commission again requested the Secretary-General to draw the attention of governments that were not already Parties to the 1961 Convention to the importance of taking all measures to ratify or to accede to that Convention.

Extension of control to new substances in accordance with the international treaties on narcotic drugs

Application of article 11 of the 1931 Convention to codoxime

36. The Commission was informed that by a communication dated 5 December 1966 the Government of the United States of America had transmitted to the Secretary-General, in accordance with article 11 of the 1931 Convention, as amended, a notification regarding the drug codoxime (dihydrocodeinone-6-carboxymethylxime), which is considered to have the same kind of harmful effects as the drugs specified in article 1, paragraph 2, of that Convention. The Secretary-General of the United Nations duly transmitted the above-mentioned notification to the Parties to the 1931 Convention and to WHO.

37. On 15 August 1967, WHO notified the Secretary-General in accordance with article 11 of the 1931 Convention that the drug codoxime and its salts should fall under the régime laid down in the 1931 Convention for drugs in Group I. This notification was duly transmitted by the Secretary-General to Governments.²⁴

Changes in the Schedules of the 1961 Convention

(a) Amendment to Schedule I of the 1961 Convention

38. The Commission noted that by a communication dated 20 April 1967, the Director-General of WHO had

notified the Secretary-General, in accordance with article 3, paragraph 1 of the 1961 Convention, that WHO had information which in its opinion might require an amendment to Schedule I of the 1961 Convention, namely, the addition to that Schedule of the drug codoxime. The Secretary-General, in accordance with article 3, paragraph 2 of the 1961 Convention, transmitted that notification to the Parties to the Convention and to the Commission on Narcotic Drugs.

39. On 15 August 1967, WHO notified the Secretary-General that codoxime was liable to similar abuse and productive of similar ill effects as the drugs in Schedule I of the 1961 Convention. This notification was transmitted for vote by mail to all members of the Commission on Narcotic Drugs in accordance with resolution 1 (XX) of the Commission.

40. The Commission was informed by the Director of the Division that all members of the Commission had approved the recommendation of WHO to add codoxime to Schedule I of the 1961 Convention, and that that decision of the Commission had been duly transmitted to governments.²⁵ The Commission was informed that replies from some members of the Commission had been delayed in some cases by necessary expert consultations. It expressed the hope that Commission members would give as prompt attention as possible to a request for a vote by mail in accordance with its resolution 1 (XX).

(b) Proposals for changes in the Schedules of the 1961 Convention which were deferred by the Commission for consideration at its twenty-second session

(i) Inclusion of a new paragraph in Schedule I of the 1961 Convention

41. The Commission resumed consideration of the proposal first made by WHO in 1964 and inconclusively discussed at the twenty-first session, that in Schedule I of the 1961 Convention the following text should be added after the entry "Trimeperidine": "Any other product obtained from any of the phenanthrene alkaloids of opium or ecgonine alkaloids of the coca leaf, not listed in Schedule I or II, and neither made nor utilized exclusively for authorized domestic research, unless the Government concerned finds that the product in question does not have morphine-like or cocaine-like effects."

42. The representative of WHO said it was technically feasible to produce large numbers of new derivatives of morphine (and, probably to a lesser extent, of cocaine) most of which would be likely to have harmful effects justifying their inclusion in Schedule I of the 1961 Convention. The Organization was concerned to minimize delay in imposing such control, and had felt that the formula proposed (which was derived from the 1931 Convention) offered a convenient solution. It had appreciated that this formula posed certain difficulties in the context of the 1961 Convention which envisaged that notifications to the Commission would relate to

²³ See E/CN.7/SR.592.

²⁴ E/CN.7/504, paras. 10 and 11.

²⁵ See E/CN.7/SR.590.

specific drugs, whose ill effects had been assessed, and which required Parties to comply with the decisions of the Commission under Article 3, leaving them with discretion only in respect of additional restrictions when the drug concerned had been included in Schedule IV. The Organization had reconsidered the question since the last session but it had been unable to find a different form in which to present its proposal. It hoped that the principle of its proposal would command general support, and would welcome the considered views of the Commission on the acceptability of the present wording and any suggestions for adapting this better to fit the context of the 1961 Convention. In discussion, representatives expressed general sympathy with the underlying aim of the WHO proposal and support for its quest for a suitable form in which to express the desired control. For reasons however already noted by WHO and given in the discussion at the twenty-first and twenty-second sessions, it seemed impossible for the proposal, as presented in its present text, to be accepted. The Commission accordingly decided to record a formal conclusion to this effect; voted against the proposal in its present form (14 against, none for and 7 abstentions); and invited the Secretary-General to discuss with the Director-General of WHO the possibility of devising an alternative and more acceptable form in accordance with the provisions of the 1961 Convention.

(ii) *Acetorphine and etorphine*

43. The Commission resumed consideration of the proposal first made by WHO in 1966, that the drugs acetorphine and etorphine (which the Commission had agreed should be included in Schedule I) should also be placed in Schedule IV of the 1961 Convention. The representative of WHO explained that in 1966 the Expert Committee on Dependence-producing Drugs had recommended Schedule IV control, provided this permitted the use of the drugs in animals. On further review, however, it had been established that the Single Convention did not allow for a distinction to be made between human and veterinary usage in recommendations for Schedule IV control. Accordingly WHO had reconsidered the original recommendation and had decided to reaffirm its conclusion that these drugs should be placed in Schedule IV. Having regard however to the acknowledged value of these drugs in their veterinary application, the Director-General of the World Health Organization had further recommended that the Single Convention should be amended to allow a drug to be available for use in animals while it was restricted, by the strongest possible measures, for use in human medicine. The representative of the United Kingdom said that he was glad to note the reaffirmation of WHO that those two drugs were valuable for use in animals; further experience had shown that they were important in the management of wild life and might have increasing value in more conventional veterinary usage. There was no proposal at present to introduce those drugs in human medical treatment, and strict control was applied over them in the United Kingdom both in their veterinary use and in exports for that purpose. The PCNB had established small

estimates for export of those drugs to a number of countries for veterinary purposes, and it appeared that that trend would continue. The United Kingdom Government was not aware of any evidence that the drugs were particularly liable to abuse, but, recognising the concern felt by WHO about their potency, did not wish to oppose their inclusion in Schedule IV if the Commission so desired, provided that that did not affect the distribution of the drugs for the veterinary purposes endorsed by WHO. If experience were to show that the inclusion of those drugs in Schedule IV had the effect of interfering with the legitimate use of the drugs for veterinary needs, his Government would wish to bring the matter again to the attention of the Commission. The representative of the United States of America associated his Government with the reservation expressed by the representative of the United Kingdom. The Commission endorsed the understanding reached between WHO and the representative of the United Kingdom; agreed that the question of amending the Single Convention to take account of veterinary problems should not be proceeded with for the time being; and formally decided to place those drugs in Schedule IV.

Annual reports of Governments ²⁶

44. The Commission studied the annual reports of Governments, as contained in the summary of annual reports for 1965 and 1966,²⁷ which were received from Governments by the Secretariat up to 15 September 1967. These reports are submitted in pursuance of treaty requirements,²⁸ as well as of decisions of the Commission and the Council.²⁹ They give full information on the implementation, during the year, of the various obligations of governments under the international narcotics treaties, and are prepared in accordance with a questionnaire established by the Commission.³⁰

45. Annual reports are due by 30 June each year following the year to which the report relates. The Commission noted that by 15 September 1967, in spite of reminders,³¹ the Secretariat had not received annual reports for 1965 from thirty-five countries. Several members of the Commission explained that the delay in submitting their countries' annual reports was due

²⁶ Agenda item 3 (ii) (see E/CN.7/SR.592, 593, 611 and 613).

²⁷ E/NR.1965-66/Summary. See also E/CN.7/503, para. 30, and E/CN.7/504, paras. 14-23.

²⁸ Article 21 of the 1931 Convention, article 16 of the 1936 Convention, both as amended by the 1946 Protocol, article 10 of the 1953 Protocol and article 18 of the 1961 Convention.

²⁹ See reports of the Commission on its first session (*Official Records of the Economic and Social Council, Fourth Session, Supplement No. 1* (E/251)), fourth session (*ibid.*, *Ninth Session, Supplement No. 9* (E/1361)), seventh session (*ibid.*, *Fourteenth Session, Supplement No. 8* (E/2219)), thirteenth session (*ibid.*, *Twenty-sixth Session, Supplement No. 9* (E/3133)) and twentieth session, (*ibid.*, *Fortieth Session, Supplement No. 2* (E/4140)) and Council resolutions 49 (IV) and 246 B and C (IX).

³⁰ E/NR.FORM/Rev.2.

³¹ See E/CN.7/504, paras. 14-23.

to administrative difficulties which should not recur in the future.

46. It was observed that the Secretariat had communicated with several Governments in connexion with their annual reports for 1965: (a) requesting the establishment of the annual report in accordance with the form adopted by the Commission; (b) drawing their attention to the necessity of abiding by certain clearly defined obligations, for example the system of import certificates and export authorizations; (c) requesting clarifications or supplementary information.

47. As in previous years, several Governments had again reported in their annual reports for 1965 and 1966 that they had not received copies of export authorizations duly endorsed by importing countries as required by article 13 of the 1925 Convention and article 31 of the 1961 Convention. The representative of Yugoslavia recalled that the Commission had already recommended to governments to return such documents by registered mail to avoid postal mishaps. It was suggested that if those certificates bore some special identification mark (such as a thick coloured border with instructions in large letters) as a reminder that they should be sent back promptly to the authority of the exporting country, there would be less risk of their being retained inadvertently by persons unfamiliar with the treaty procedure for import/export authorization.

48. The Commission's attention was particularly drawn to information contained in chapter IX "Raw Materials" of the annual reports for 1965 and 1966. The annual reports gave information on total opium production, yield per hectare, the morphine content of opium, imports and exports of opium which were of interest to all concerned. The Governments of India and Turkey were increasingly restricting cultivation to specific regions for purposes of control. In India, 624,893 kg of opium had been obtained from 18,894 hectares in 1965, the average yield per hectare being 33.07 kg; in 1966, 436,343 kg of opium had been obtained from 12,064 hectares, giving an average yield per hectare of 36.17 kg. In Turkey, 85,750 kg of opium had been obtained from an area of 22,300 hectares authorized for cultivation in 1965, and 138,806 kg of opium from 24,000 hectares in 1966. In Pakistan, 3947 kg of opium had been obtained from 399 hectares in 1965.

49. With regard to the coca leaf, it was noted that according to recent data given by the PCNB, between 200 and 500 tons of coca leaf were used annually for medical purposes. More than 90 per cent of the coca leaf used in that way came from Peru. By comparison the quantities licitly used for chewing in South America were estimated to be in the region of 11,000 and 13,000 tons annually, according to the statistics furnished by the countries concerned.

50. The Commission recalled the agreements of 1964 and 1966 between the Bolivian Government and the missions sent by the PCNB, in accordance with which the Bolivian Government had undertaken to implement a policy of suppressing the illicit traffic originating in Bolivia and gradually to abolish all coca-bush cultiva-

tion and coca leaf chewing within twenty-five years.³² The Commission noted that, according to the annual report for 1965 the exact area under cultivation in Bolivia had not been determined, and that no law had been passed requiring cultivators to deliver their crop to State agencies. The Commission further observed that, according to the annual report of Ecuador, coca leaf was sold freely in markets throughout the country, albeit in very small quantities; and that no annual reports had been received from Peru or Colombia.

51. The Commission took note of the summary of annual reports for 1965 and 1966.

National laws and regulations communicated under the international treaties on narcotic drugs ³³

52. During the period 1 July 1966 to 15 September 1967, governments communicated to the Secretary-General seventy-six legislative texts of laws and regulations applying to their own countries and their territories.

53. The representative of France informed the Commission that LSD and other hallucinogenic substances had been subjected to the same régime of control as narcotic drugs as of 1 June 1966 and that a decree was being prepared to restrict the utilization of those substances even further, in accordance with the resolutions. He also informed the Commission that amphetamines had been placed under the same régime of control as of 2 October 1967. Exemptions, however, had been allowed in respect of preparations which were not considered to be liable to abuse.

54. The representative of Mexico highlighted the importance of the amendments made to the Penal Code, especially in the chapter referring to offences against health under the title "Production, possession, illicit traffic and proselytism in regard to narcotic drugs". The number of offences subject to penalties had been increased, as had the severity of the penalty (always imprisonment). Drug addicts were considered more as sick persons than as delinquents, but in any case they were subject to civil commitment to hospital to undergo medical treatment. For the first time, seizure of vehicles used by drug traffickers to transport drugs had been established as an additional penalty. He also said that the public health regulations were under review with the object of bringing them up to date and of complying with the requirements of the Single Convention.

55. The observer for Spain said that the Spanish Government had enacted basic new legislation on narcotic drugs in April 1967. That control régime had also been applied to hallucinogenic substances including LSD-25, mescaline and psilocybin. The Drug Control Service was expected to promulgate new enforcement regulations in the course of the next few months.

³² See E/OB/22, paras. 89-97.

³³ See note 26.

56. The representative of Turkey informed the Commission that the Protocol signed by the Republic of Turkey and the Syrian Arab Republic on co-operation in combating illicit traffic in narcotic drugs had been ratified by the Turkish Council of Ministers on 9 January 1967. The Protocol provided in particular for the establishment of a special body to deal exclusively with illicit traffic in narcotic drugs. Legislation was being prepared to improve control by the State drug monopoly of the cultivation of the opium poppy and to increase penalties for poppy cultivation without a licence or outside the permitted areas. The number of such areas, all of which were situated at some distance from the country's eastern and southern frontiers, would be reduced.

57. The representative of the USSR said that in February 1966 the Plenum of the Soviet Union Supreme Court had issued an ordinance concerning judicial practice in cases of narcotic offences, laying special stress on the risks involved and dealing with the issue, storage and use of narcotics. If a person against whom a charge was preferred was found to be suffering from drug addiction, he was required to undergo medical treatment in addition to any criminal penalties. If the offence involved a minor, that was treated as an aggravating circumstance calling for additional penalties. The Government had promulgated regulations concerning barbiturates and LSD. By order of the Ministry of Health, the use of LSD by human beings had been prohibited since May 1967.

58. It was reported that Tunisia had passed legislation to prohibit the culture of cannabis and opium and increasing the penalties for the prohibition of takrouri (cannabis).

59. The Commission learned of a number of developments in national administration. The United Arab Republic had established at the Ministry for Social Affairs a Higher Commission for the Suppression of the Habitual Use of Narcotic Drugs. In the Republic of Dahomey a National Narcotic Drugs Office had been set up at the Directorate of Public Health. In the Republic of Senegal a National Narcotic Drugs Commission had been formed.

60. The Commission took note of the laws published in the E/NL... series, the addendum to the Cumulative Index 1947-1965,³⁴ and the summary annual tabulation of changes in national schedules of drugs during 1966.³⁵

List of establishments authorized to manufacture narcotic drugs

61. The Commission took note of the document entitled "Manufacture of narcotic drugs" which contains a list of the establishments authorized to manufacture drugs. The list has been prepared in virtue of article 20 of the 1931 Convention, as amended. It was observed that thirty-four countries had informed

the Secretary-General in 1965 that the manufacture or conversion of narcotic drugs under international control was carried out in their respective territories.³⁶

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

62. The Commission took note of the Secretary General's note on national authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs.³⁷ The list established by the Secretariat is intended to assist government administrations who are entrusted with the control of the system of import/export certificates and authorizations.

List of drugs under international control

63. The Commission took note of the document entitled "List of drugs under international control".³⁸ That document, intended chiefly for reference purposes, showed that ninety-three basic narcotic drugs (of which sixty were synthetic substances) were under international control. Since the Commission's twenty-first session, three new substances had been added to the list — acetorphine, codoxime and etorphine. In view of the fact that a list of narcotic drugs under international control was also prepared each year by the PCNB as an annex to its statistical forms, it was suggested that it might be preferable in the future for a single list of drugs to be issued jointly by the Division of Narcotic Drugs and the PCNB.

64. At its twentieth³⁹ and twenty-first⁴⁰ sessions, the Commission referred to the importance of the Multilingual List of Narcotic Drugs under International Control⁴¹ and expressed the hope that the Secretariat would be able to undertake the preparation of a new edition of that document in the near future. In order that that should be as comprehensive and as up-to-date as possible an inquiry had been sent by the Secretariat to Governments in March 1967. That inquiry had requested, for all drugs placed under international control since 1962, information on whether they were manufactured, sold or distributed and, if so, in what form (basic drug, salt or ester) and under what names. For all other drugs under international control, information was sought on whether there were any new names under which they were manufactured, sold or distributed and also whether any salts or derivatives of those drugs were being manufactured which were not made prior to 1962. So far, fifty-four Governments had replied to that inquiry.

³⁶ E/NF.1966/1.

³⁷ E/NA.1967/1.

³⁸ E/CN.7/503/Add.1 (see E/CN.7/SR.591 and 611).

³⁹ See Report, twentieth session, paras. 38 and 425.

⁴⁰ See Report, twenty-first session, para. 50.

⁴¹ E/CN.7/436.

³⁴ E/NL.1965/Index, Add.1.

³⁵ See Council resolution 626 C III (XXII).

65. The Secretariat had had the benefit of discussions with Mr. J. P. Bertschinger and Dr. N. B. Eddy on various aspects of the Multilingual List, including the possibility of issuing the List in a loose-leaf form, as had been suggested by the Commission at its twenty-first session.⁴² In view of the considerable practical difficulties involved in such a presentation, it had been agreed that it seemed preferable to retain the present form of the List and to issue cumulative supplements annually between editions. The new edition of the Multilingual List would be issued during 1968.

Scientific research

66. The Commission noted the progress made in the United Nations research programmes, as outlined in the addendum to the report of the Division of Narcotic Drugs.⁴³ Supplementary information was provided by the representative of the Secretary-General.

67. The period under review had been marked by a considerable broadening of international collaboration in the scientific research programmes. Further scientists had been nominated by the Governments of the Federal Republic of Germany, France, Norway, the Republic of Korea, Switzerland, Thailand and the United Kingdom to participate in the research. Collaborating scientists had shown particular interest in the cannabis programme and important research in this field was being pursued in several countries.

68. The application of thin-layer chromatography techniques to the analysis of cannabis had continued in Czechoslovakia and further work on the isolation and characterization of the components of cannabis had been carried out in the Federal Republic of Germany and Israel. In Greece, a study had been made of the reference sample prepared by the United Nations Laboratory.

69. An interesting contribution to the cannabis research was the development in Switzerland of a new procedure for the synthesis of tetrahydrocannabinol, with characteristics identical with that of the naturally occurring substance. An advantage of the new procedure was that greater yields were obtainable than by other methods and it would thus be possible to produce tetrahydrocannabinol in amounts adequate for the effective and detailed study of its chemistry and pharmacology. The question was raised whether synthetic tetrahydrocannabinol might be produced illicitly and it was pointed out that that seemed to be unlikely at present in view of the high degree of skill and the specialized equipment needed for the synthesis.

70. At the eighteenth session⁴⁴ of the Commission, it had been suggested that it would be very useful, particularly for enforcement officers, if tests were available for the detection of cannabis metabolites in body fluids. The development of such tests was a difficult

problem, since little was known of the fate in the body of cannabis and its constituents. However, some promising work was now being done on this subject. In Greece, a study had been made, using radio-active tracers, of the distribution and excretion of tetrahydrocannabinol in rats and a project had recently been initiated in the United Kingdom in connexion with the investigation of the fate of cannabis in the body with a view to developing tests for cannabis, or its metabolites, in the body fluids of cannabis users.

71. The question of the chemical changes occurring in cannabis during the process of smoking was being examined in Greece and it was understood that the effect of smoking on the substances isolated from cannabis would form part of the project in the United Kingdom. The results of these investigations would indicate how the pharmacological activity of cannabis was affected by the high temperatures attained during smoking.

72. With a view to obtaining more precise information on variations in the amount and potency of the resin of cannabis due to ecological conditions, arrangements had been made for the experimental cultivation (under careful supervision and control) in different countries of cannabis from seeds from the same batches. Experiments on a small scale had been carried out in Denmark, the Federal Republic of Germany, Norway and Spain. The first results were now being studied and it had been found that cannabis grown in Denmark from South African seeds contained appreciable amounts of tetrahydrocannabinol, although less than the original plants. Cannabis grown in Spain from the same batches of seeds would shortly be available and it was hoped that this ecological study would be completed during 1968 so that conclusions could be drawn on the extent of the variations.

73. The question was raised of the possibility of determining the origin of cannabis. The Commission was informed that that seemed to be a very difficult problem in view of the fact that ageing appeared to lead to chemical changes in cannabis. At present the determination of origin was not within the terms of reference of the United Nations cannabis research programme, but the possibility of adding that item to the United Nations Laboratory's work programme should be further studied.

74. During 1967, the Secretariat had received samples of cannabis from seizures made in Iran, Lebanon, Spain and Switzerland and small reference samples of cannabidiol, cannabinol and tetrahydrocannabinol had been provided by laboratories in the Federal Republic of Germany and Switzerland. For the furtherance of the research, the Secretariat had sent samples of cannabis to scientists in Canada, Ireland and the United Kingdom. In order to facilitate investigations on the isolation and characterization of the components, the Laboratory had prepared a highly concentrated extract of cannabis and it had also continued its experiments on the use of thin-layer chromatography in the study of cannabis.

⁴² See Report, twenty-first session, para. 51.

⁴³ E/CN.7/503/Add.2 (see E/CN.7/SR.591, 592 and 611.)

⁴⁴ See Report, eighteenth session, para. 224.

75. Although great progress had been made in the cannabis programme during the period under review, further research was necessary — particularly on the chemistry and pharmacology of cannabis and its components.

76. In the research on cannabis, the principal function of the United Nations Laboratory had been the co-ordination of work carried out within the programme. This was important, particularly for preventing, as far as possible, the duplication of effort. The United Nations Laboratory had been able to give to collaborating scientists guidance on suitable lines to pursue.

77. The Commission stressed the importance of the research on cannabis and felt that this should be further encouraged. It emphasized that the co-ordination of the work being carried out within the programme was essential and, to achieve that most effectively, several representatives recommended that an international meeting of experts in the field of cannabis research should be held in the near future.

78. In the opium programme, interesting research had been carried out in the Union of Soviet Socialist Republics on the determination of the narcotine, papaverine and thebaine in opium by infra-red spectrophotometry and in Bulgaria, where detailed studies had been made of the characteristics of the opium from that country.

79. During the period under review, authenticated samples of opium had been provided by the Governments of India, Japan and Thailand. Details were requested concerning the authenticated samples which had been received by the Secretariat since the eighteenth session of the Commission and the Commission was informed that authenticated samples from the legal production of opium had been received from India, Japan, Pakistan and the Union of Soviet Socialist Republics. Authenticated samples from the illicit cultivation of opium had been received from Burma, Laos, Mexico, the Republic of Korea and Thailand. For research purposes, the Secretariat had sent authenticated samples of opium to collaborating scientists in the Federal Republic of Germany, the United Kingdom and the United States of America.

80. The Laboratory had continued its research on opium although, in accordance with the view expressed at the twentieth session⁴⁵ of the Commission, priority was given to other projects. Further authenticated samples and samples of seized opium had been analyzed. During 1967, twenty-four seizure samples had been received for the determination of origin.

81. At the twenty-first session⁴⁶ of the Commission, reference had been made to "purple" heroin which had been seized in the illicit traffic in the Far East, and it was suggested that it would be useful if the composition of that type of heroin were known.⁴⁷ The Commission noted with interest that the Laboratory had received samples of "purple" heroin, which had

been seized in Australia and Thailand. The sample from Australia had a crude granular appearance and was a brownish-purple in colour. Qualitative thin-layer chromatography had indicated that, in addition to heroin, monoacetylmorphine and acetylcodeine were present — these two substances being frequently found in illicit heroin — the former because of the incomplete acetylation of morphine and the latter as a result of the acetylation of the codeine present in the crude morphine used as the starting material for the production of heroin. The thin-layer chromatograms showed that the "purple" heroin also contained another substance which was identified as caffeine. Tests for barbiturates and amphetamines were negative. The sample contained 51% heroin. The sample of "purple" heroin from Thailand had been more highly coloured than the previous sample and had been found to contain very little heroin, less than 1 per cent. Barbiturates and caffeine were present in that sample.

82. A recent development in heroin research was a new line of approach to the question of the determination of origin. A collaborating scientist in France had obtained interesting results using thin-layer chromatography for the comparison of the impurities present in illicit heroin and, for the continuation of that research, the Laboratory would furnish samples of heroin from its collection.

83. As in previous years technical assistance in the form of training had been provided by the United Nations Laboratory and, since the last session of the Commission scientists from Spain and Thailand had completed their studies at the Laboratory under technical assistance fellowships. Training had also been provided during 1967 for scientists from Iran and Syria awarded fellowships by WHO, and a chemist from Japan was at present studying at the Laboratory on a similar fellowship.

84. The representative of Iran expressed his appreciation of the training provided for a scientist from his country and informed the Commission that samples of heroin and cannabis seized in Iran would be sent to the Laboratory. The representative of Japan and the observers for Italy and Spain described the research being carried out in their respective countries.

85. It was noted that, following the priority accorded in earlier years to the classification and indexing of the Laboratory's extensive collection of scientific literature on narcotic drugs, the major part of this work had been completed in 1967. The collection, together with the system for the rapid retrieval of information, had proved to be of great value for the research of the Laboratory and for the training of technical assistance fellows. It had also facilitated the provision of scientific and technical information for which many requests — often, of a highly specialized nature — were received.

86. The Commission expressed its appreciation of the substantial progress achieved in the scientific research programmes and of the work accomplished by the United Nations Laboratory during the past year.

⁴⁵ See Report, twentieth session, para. 287.

⁴⁶ See Report, twenty-first session, para. 189.

⁴⁷ See E/CN.7/SR.576 and 577.

Work of WHO in the field of narcotic drugs ⁴⁸

87. The WHO representative, introducing the fourteenth report of the WHO Expert Committee on Mental Health, ⁴⁹ said that the WHO Expert Committee on Dependence-producing Drugs had not met in 1967, but the Director-General of WHO had felt the Commission might be interested to study this report dealing with "Services for the Prevention and Treatment of Dependence on Alcohol and Other Drugs", notwithstanding that not all of the material was immediately relevant to the Commission's current activities.

88. Research and enquiry into the related problems of alcoholism and of narcotic dependence and abuse of psychotropic substances were beginning to suggest that there were certain concepts and features of common interest, and it might be helpful to the Commission to note some of the principles and policy proposals advocated by the Expert Committee on Mental Health. Some of them were already familiar, and others might have eventual relevance to the Commission's concern with problems of drug dependence.

89. For example, the concept of drug abuse as a phenomenon of three interrelated factors — drug, individual and environment — which had proved useful in illuminating the problems of narcotic addiction had been found equally applicable not only to the psychotropic substances but also to alcohol. Account had always to be taken of regional and cultural distinctions in the use of drugs and alcohol, especially between the extent to which they were or were not socially acceptable. Subject to considerations of that kind it could be said that abuse of all dependence-forming drugs, including alcohol, was in large part a major public health problem. It was important not to exaggerate the extent to which drug abuse could be attributable to any common set of causes or conditions, but sight should not be lost of the fact that drug abuse was often a symptom rather than a cause of social problems. That was emphasized by the increasing tendency among drug users in a number of countries to take any drug (including alcohol) in succession or combination.

90. Hitherto the main objective for national administrations and public health authorities had been to control the availability of a drug by one kind of regime or another. In that context, a common concept of drug dependence that covered alcohol as well as other drugs was not of much importance. Control measures necessarily had to be highly selective and capable of rapid adjustment. On the other hand, a common concept could be of considerable importance in research, as well as in treatment and rehabilitation.

91. The tendency now was to give more attention to the role of the drug user and in particular to the problems of the drug-dependent individual. Many of those problems were of particular interest to those concerned with mental health and a psychiatrist had now been appointed as Chief of the Drug Dependence

Unit of WHO. The next change of emphasis would, in due course, be on the environmental factors, which were often at the base of dependence and abuse.

92. The Expert Committee had recommended that services for the prevention and treatment of dependence on alcohol and other drugs should take into account the circumstances, customs, attitudes and institutional patterns with particular reference to the types of drugs used predominantly and the degree to which use and abuse of these drugs created problems. Such services should, as far as possible, be integrated with other health and welfare services. They should include well organized programmes of public education aimed at securing an understanding of these problems and a rational approach to them. An important objective of that education should be to foster public recognition of dependence on drugs as an illness requiring treatment.

93. Since the causes, prevention and control of dependence on drugs and the treatment of drug-dependent persons involved multiple problems, exceeding the scope of any one profession or group, the Expert Committee had urged that a multidisciplinary approach be made to their solution. Health, welfare, legal, educational, labour, management and other organizations, of an official or voluntary character, at international, national and local levels, should work together in order to achieve optimum progress in that complex field. The Committee recommended that, in legislation drawn up concerning persons dependent on drugs, it should be recognized that those were sick persons. The Expert Committee appreciated, however, that drug dependence did not fall exclusively within the field of health and had also to be considered from the point of view of society. Accordingly, it had urged that legislation concerning drug-dependent persons should reflect a realistic co-operation between judicial, enforcement and control and health agencies.

94. The extent of the problems of the abuse of, as well as the dependence on, drugs was so vast that the question of prevention was of the greatest importance. That involved education of the public and specific groups, improvement of socio-economic conditions, modification of individual and social attitudes, and also the restriction, where necessary, of the availability of drugs. Public health authorities and professional medical bodies should undertake to establish guidelines for ethical medical practice in relation to the use of dependence-producing drugs.

95. In treatment, early diagnosis was essential and a wide variety of resources were needed to provide for the needs of drug-dependent persons. The detoxification of the dependent person was only one aspect of the total process, and usually the easiest to achieve. Intensive treatment of many forms of drug dependence, social and vocational rehabilitation and long-continued follow-up were all needed in the majority of cases, if the dependent person was to have an optimum chance of living free of drugs and as a productive citizen. The Expert Committee had noted that WHO was in a unique position to offer consultative assistance in connexion with the establishment of needed services.

⁴⁸ Agenda item 3 (v) (see E/CN.7/593, 594 and 612.)

⁴⁹ E/CN.7/505 — *Wld. Hlth. Org. techn. Rep. ser.*, 1967, 363.

96. If necessary, the Expert Committee felt that adequate treatment and rehabilitation should be ensured by civil commitment of drug-dependent persons to medical authority, which would provide direction and supervision of their care.

97. Research was vital in order to obtain further much needed knowledge about causes, prevention, treatment and rehabilitation and also to apply existing knowledge more effectively. The Expert Committee suggested that much of that research should be pragmatic and inter-disciplinary, focusing on problem areas rather than on particular disciplines or isolated projects. The experiences and knowledge, existing and potential, in the developing countries had so far been left largely untapped and there was an urgent need for evolving means of acquiring and disseminating information.

98. The Expert Committee recommended that WHO should provide further leadership in the development of co-ordinated, multidisciplinary, international research programmes and the stimulation of international co-operation and exchange of information on the problems under consideration. Hospitals, units or other facilities for advanced training and research on problems of dependence on drugs should be established, preferably in association with universities.

99. In discussion, the Commission noted with interest the broadening approach that WHO was making to phenomena of the different types of drug dependence. The question of the abuse of alcohol was not within the terms of reference of the Commission. It was helpful to recognize certain common factors in dependence on alcohol and dependence on drugs. The realistic course for some time to come would be to give primary attention to the immediate challenge of psychotropic substances in their setting alongside the narcotic drug problem. The problem of control measures for psychotropic substances was already before the Commission. The need for the public to have more extensive information and education about the problem of drug dependence was well recognized. Difficult questions of tone and emphasis were involved and while the interest of the press had always been of great value to the Commission's work, press publicity for individual episodes of drug abuse could be harmful and should be accorded with restraint.

100. The Commission expressed its appreciation of the information provided on behalf of WHO and, in taking note of the report of the Expert Committee, recorded its gratitude to the representative of WHO for all help given to it in the past.

Final report of the Permanent Central Narcotics Board and the Drug Supervisory Body to the Economic and Social Council⁵⁰

101. In addressing itself for the last time to the Economic and Social Council the PCNB had extended

⁵⁰ Agenda item 3 (iii) and (iv); (see E/CN.7/SR.605 and 612.)

the scope of its final report⁵¹ into a critical review of the past, present and future aspects of the international narcotics situation, and in introducing the report the President paid tribute to numerous personalities associated with the Board's work during the last forty years, making particular mention of Mr. George Joachimoglu and Mr. Decio Parreiras, retiring members of the Board and Drug Supervisory Body and of Mr. Adolf Lande, previous Secretary of those two organs.

102. The essential feature of the Board's work over the past years and the factor which had contributed to its success as an international organ, had been the technical independence guaranteed to the Board by the Economic and Social Council. The Board therefore warmly welcomed Economic and Social Council resolution 1196 (XLII) of 16 May 1967, which reserved a similar independence to its successor body, the International Narcotics Control Board, and expressed its gratitude to the Commission for its support in the establishment of these essential arrangements.

103. In the interests of its successor body, the Board had felt the need to refer once again to the difficulties arising from the change in the traditional Spring timetable of the Commission's annual session and in particular to those difficulties which would be encountered if the Commission were required to meet only once in two years. To fulfil its treaty functions, the Board's annual reports must reach the Economic and Social Council without delay, and must receive an annual consideration by the Council. The maturity and depth of such consideration was clearly and directly related to the expert advice given to the Council by the Commission, which in turn must have sufficient time for scrutiny and conjoint study of the reports. Moreover, in the exercise of its responsibility under article 3 of the Single Convention in placing new substances under international control and in changing the scope of such control, the Commission must be enabled to meet with sufficient frequency to avoid any serious danger to public health. A break in a fifty-year tradition of annual meetings was regrettable, and extremely untimely if made now, at a juncture when public concern over the misuse of narcotic drugs and other dangerous psychotropic substances was mounting. The Board attached the greatest value to its annual exchanges with the expert members of the Commission and it hoped that the Commission would be enabled to continue to meet annually in order that the new International Narcotics Control Board would enjoy the same advantage.

104. The principal lines of the final report, the President added, had been threefold: to review the progress so far achieved, to highlight the current problems and to lay guidelines for the future.

105. The Board's report therefore began by tracing the evolution of narcotics control through the treaties, from the basic principles enunciated by The Hague Convention of 1912 down to the codified and comprehensive control régime of the Single Convention of

⁵¹ E/OB-DSB/W.177 (provisional edition) — E/OB/23 E/DSB/25 and Add.1.

1961. The progress had perhaps been slow but it had been sure, and the development of the control régime had reflected a very welcome spirit of increasing international awareness and co-operation in the way in which governments had accepted the obligations progressively imposed by the treaties.

106. The progress had been undeniable. In the nineteen-thirties, there had been some 4,000 tons of opium annually available for illicit purposes. That had now been reduced to an estimated quantity of 1,200 tons. In 1929, the consumption of opium for non-medical purposes had been legal in eighteen countries or territories and in that year had amounted in all to nearly 1,600 tons. Today, the great bulk of that consumption had been eliminated and the remainder would disappear within a foreseeable time.

107. Very real progress had also been achieved in the control of the manufacture of narcotic drugs. In the period 1925-1929, before the 1925 Convention had begun to be effectively applied, something like 30 tons of legally manufactured morphine had passed into the illicit traffic each year and it seemed that the position in respect of heroin and cocaine had been not dissimilar. Today the situation was dramatically different since there was virtually no diversion at all from licit manufacture in spite of the ever increasing quantity of drugs now manufactured and marketed throughout the world for medical purposes.

108. In parallel however, another grave problem had arisen — that of the increasing abuse of psychotropic substances not yet under control. The Board had long shared the Commission's anxiety in this matter and had firmly supported the Commission in its insistence that urgent action be taken in this field. The Board had been glad to participate in the Commission's study of the problem and had reproduced in its report its analysis of the various aspects of the question of control. In the common pursuit of an early solution to this problem, the present and future Boards could be confidently relied upon to render all possible assistance.

109. The Board had consistently enjoyed the support of the Commission and WHO in stressing the importance of providing after-care and means of rehabilitation for addicts and it had unhesitatingly joined those two bodies also in emphasizing the value of all possible studies of the aetiology of addiction. Because causative factors could vary from one country to another, it was clearly desirable that studies should be undertaken in several countries. The value of an interchange of knowledge would be undeniable, and the Board was extremely grateful that a constructive move was now being made in one country to set up an institution for this purpose.

110. The persistence and magnitude of the illicit traffic, however, continued to be a critical issue, and the Board had emphasized once again that the problem could not be solved without a widespread, coordinated and energetic campaign to reduce the illicit supply of cannabis, coca leaves and opium.

111. Cannabis, the President pointed out, had become the subject of a current, never-ending and somewhat journalistic debate, and ironically, while countries like

India with centuries of experience with cannabis, were progressively eliminating consumption, irresponsible groups in industrially advanced countries were plausibly arguing that the consumption of cannabis was not dangerous or at any rate not dangerous enough to justify prohibition. In the Board's view, it was not sufficient merely to meet assertion by assertion. The most effective policy, while maintaining the present restraints, was to confirm the dangers by building up by research and collation a body of incontrovertible evidence.

112. Cannabis could grow almost anywhere and its complete control was a tremendous task. The Board therefore was extremely gratified to learn of the measures now being taken by the Lebanese authorities to replace the cultivation of cannabis by beneficial crops. It hoped that governments would co-operate as far as possible in this matter and that all technical assistance organs of the United Nations would also lend their full support.

113. The coca leaf and opium situation was well known. Vast quantities of coca leaves continued to be produced in the Andean regions of South America and from this raw material a substantial volume of crude cocaine continued to find its way into the international illicit market. Measures to reduce the areas of organized cultivation had been initiated in Peru, and in Bolivia the possibility of replacing the cultivation of coca bush by other crops was being studied. The benefits to be derived from those measures, however, would manifest themselves very slowly; rapid advances could not be expected.

114. With opium, leakages from licit production could most certainly be further reduced by a stricter application of the relevant provisions of the 1961 Single Convention, and the Conference which had been held in New Delhi in October 1967 had been a valuable step in that direction. There would still remain, however, the enormous source of supply in areas where production was uncontrolled, and well-informed estimates put the total annual output of those areas at over 1,000 tons per year, an amount which was in fact substantially greater than the total annual opium produced in recent years for legitimate medical requirements.

115. The elimination of that uncontrolled opium production was complicated by a number of socio-economic and other factors, of which the most intractable was that the opium was often the cultivator's main or even sole means of livelihood.

116. The Board had repeated in its report therefore that the only means of ultimately eliminating illicit traffic in opium, coca leaves and cannabis would be to launch a campaign of socio-economic reform on a world-wide scale in the areas concerned, and to replace the opium, coca leaves and cannabis by other crops. Such an undertaking would require extensive international cooperation and enormous financial and administrative resources, and might at first appear impracticable. The Board urged however that a study be made to ascertain the physical and financial dimensions of the exercise since it represented the only real prospect of ultimately extinguishing the illicit traffic in dangerous drugs clandestinely manufactured from those crops.

117. The Commission took note with particular appreciation of the Board's final report and of the President's remarks, expressing renewed regret that because of the change in the date of the Commission's session, there had not been sufficient time for the report to be studied in detail. Certain representatives signified that they wished to reserve their final position on some of the proposals contained in the report.

118. In expressing his appreciation of the report and referring to the Board's recommended programme, the representative of the United Kingdom referred to the value of direct investigation in the field and suggested that closer co-operation should be envisaged in these matters between the Division, WHO and the new International Narcotics Control Board, particularly in the assignment of outposted officers.

CHAPTER III

ILLCIT TRAFFIC ⁵²

Introduction

119. Because of pressure of other business on its agenda the Commission was unable to give as much time to discussion of this important subject as in previous years or as it would have wished. It agreed that arrangements for a fuller discussion of illicit traffic should be given priority at its twenty-third session.

120. The Commission had before it a review of the illicit traffic in narcotic drugs during 1966 ⁵³ jointly prepared by the Secretariat of the United Nations and the secretariat of ICPO/INTERPOL. The review had been prepared by the Secretariat in a form which would facilitate its incorporation into the Commission's report to the Council as requested by the Commission at its twenty-first session. In view of the brevity of its discussion, the Commission decided that the report on its twenty-second session should give a summary statement of the position as regards traffic in the principal drugs without recapitulation of supporting detail already given in previous Commission reports, save where that seemed appropriate.

121. The Commission noted that during the period 1-31 October 1967 the United Nations Secretariat had received 506 seizure reports covering a total of 601 individual seizures in respect of twenty-two countries. 122 countries had submitted information on the illicit traffic in chapter XI of their annual reports for 1966 (of these, forty-three countries indicated that they had no illicit traffic in drugs to report).⁵⁴ In approximately the same period ICPO/INTERPOL had received information in respect of 739 seizures from fifty countries. The Commission also took note of the monthly summaries of reports in illicit transactions and seizures received by the Secretary-General since its twenty-first session.⁵⁵

122. During the discussions representatives and observers from the following States made statements amplifying the information already given in the reports submitted by their respective Governments: Burma,

Canada, Republic of China, France, Ghana, India, Iran, Italy, Jamaica, Japan, the Republic of Korea, Lebanon, Mexico, Nigeria, Pakistan, Peru, Poland, Spain, Thailand, Turkey, the Union of Soviet Socialist Republics, the United Arab Republic, the United States of America, the Republic of Viet-Nam and Yugoslavia, as well as representatives of ICPO/INTERPOL and the Permanent Anti-Narcotics Bureau of LAS. These statements are duly recorded in the relevant summary records, and are reflected briefly as appropriate in this part of the report. The Commission welcomed the assistance and information provided by the observers and reports and was particularly appreciative of the help given by the representative of INTERPOL and the Director-General of the Permanent Anti-Narcotics Bureau of LAS.

Main features of the illicit traffic in drugs

123. The Commission noted that the world-wide pattern of the illicit drug traffic appeared in 1966/67 to be essentially the same as that noted at previous sessions. The main drugs involved continued to be opium and the opiates (morphine and heroin, cocaine, coca leaf and cannabis). The flow of traffic was at a very high level, as indicated by the total quantity seized during 1966 (see table at end of this chapter), the significant quantities involved in several individual seizures, the large number of prosecutions made by many countries and the relative stability of prices of drugs on the illicit market. Very few seizures of synthetic drugs were reported and the quantities involved were small.

124. The origin of the traffic in "natural" drugs was mainly to be found in illicit production and processing in clandestine laboratories. Insignificant quantities were diverted from licit manufacture.

125. Traffickers continued to employ diverse methods of transport. The use of fast-moving motor vehicles was again a main feature of the drug traffic in many parts of the Middle East, the Far East and the Americas. Aeroplanes were reported to be used for dropping drugs in some parts of the Far East, the Middle East and Brazil. There was frequent use of commercial air services to North America by traffickers from Europe. The bulk of drugs moved from overseas was carried by ocean-going ships and smuggled by crew members as well as

⁵² Agenda item 4; (see E/CN.7/SR.602-606, 611 and 612.)

⁵³ E/CN.7/506.

⁵⁴ E/IT/1966/1-82.

⁵⁵ E/NS.1966/Summaries 10-12, E/NS.1967/Summaries 1-10, E/CN.7/503.

passengers. During 1966/67 the Secretariat circulated to governments three lists of crew members of ships and civil aircraft convicted of narcotics offences, together with the recommendation of the Council in resolution 436 D (XIV) that Governments should take appropriate measures, in particular to revoke or withhold certificates and licences of crew members so convicted.

126. Vigilant enforcement officers again detected ingenious methods of concealing smuggled drugs in vehicles, ships, aircraft and cargo. Drugs had been found in a variety of hiding places in ships, notably in a water tank in an engine room, an empty fire extinguisher, bales of cotton waste, hollowed-out teak planks, air ventilation systems. Five commercial-type refrigerators had been used to conceal 1½ tons of opium and morphine smuggled to Hong Kong from Malaysia. A shipment of compressed fibre boards containing morphine blocks was seized in Bangkok shortly before it was due to leave for Hong Kong and the drugs could only be recovered by destruction of the boards.

Enforcement

127. A few countries again reported in 1967 that many gun battles had taken place between enforcement officials and gangs of traffickers. The Commission especially recorded its recognition both of the bravery of officials killed or wounded in such encounters, and of the resolute and dedicated effort given by many enforcement officers under most adverse conditions. In some cases painstaking investigation of the activities of international smugglers had been necessary in many countries. Some countries had indicated that their enforcement officials required better equipment to cope with the activities of traffickers. Several countries, recognizing that techniques of enforcement required specialized expertise, had set up regular training programmes at a national level for their own enforcement officers. One of the best known, the United States Bureau of Narcotics Training School, accepted officials from other countries for instruction. Training programmes were also organized on a regional basis by the United Nations, and ICPO organized international training seminars. Literature on techniques of narcotic enforcement was being produced in several countries. The Government of Hong Kong had published a small brochure entitled "How Ships' Officers can help to stop drug smuggling". ICPO/INTERPOL had issued in English and French a guide for the use of enforcement officers entitled "The Suppression of Illicit Traffic in Narcotic Drugs". The Commission welcomed those initiatives.

Penalties

128. The Commission recalled its long-held conviction that severe penalties for drug trafficking were an effective deterrent, and its appeals to government to ensure that long periods of imprisonment should be imposed on drug traffickers, since fines alone were

insufficient punishment. At its twentieth session⁵⁶ the Commission had adopted a questionnaire on annual reports which required governments to give detailed information on the penalty provisions in national legislation applicable to narcotics offences. That information had been made available for the year 1966 and showed that in general severe prison sentences were being imposed by countries on traffickers directly involved in the morphine or heroin traffic. Some countries had even applied the death penalty. Thus, in March 1967, when a clandestine laboratory for heroin manufacture was discovered in Bangkok, Thailand, two traffickers involved had been executed. Sentences for traffic in cannabis appeared to be less severe but more countries were now imposing mandatory prison terms. A new decree in Nigeria, operative from April 1966, provided for minimum prison terms from five to fifteen years for offences related to cannabis, and twenty-one years or death for planting or cultivating cannabis. On the other hand, some countries had reported that sentences were not adequate. Ceylon, for example, mentioned that the courts imposed small fines varying from about US\$2 to \$168. Chile reported that slowness of judicial proceedings and light penalties had frustrated action against the cocaine traffic in that country but the situation was now being remedied.

International co-operation

129. The international nature of the drug traffic and its wide ramifications, made it imperative for enforcement authorities of different countries to maintain close and continuing control. The Commission on Narcotic Drugs had on several occasions pointed to the necessity for such co-operation. In 1966/1967, several important seizures were made in consequence of that co-operation, and the reports of many countries, amplified by statements made by members of the Commission and observers, specifically recognized the value of such co-operation. Extensive co-operation was already carried out through the services of ICPO/INTERPOL, particularly in the exchange of information on illicit traffickers. The Commission was concerned, however, to observe that some countries had again pointed to a lack of co-operation with neighbouring countries and expressed in their reports the wish to have more effective and closer co-operation in the control of smuggling of drugs. A few countries such as Brazil, Syria and the United Arab Republic, had expressed a wish for further international action, especially through regional officers or representatives. The representative of Turkey referred to the illicit traffic situation in the Near and Middle East, which did not appear to show any improvement for several years despite all efforts made by the countries of the region to suppress the illicit traffic. He concluded that there was a need for better co-operation between the countries of the region. With that in view the representatives of Iran, Turkey and the United Arab Republic submitted a draft resolution⁵⁷ for adoption by the

⁵⁶ See Report, twentieth session, para. 85.

⁵⁷ E/CN.7/L.295.

Economic and Social Council, which was unanimously adopted⁵⁸ by the Commission. The resolution reads as follows:

1 (XXII). Regional co-operation in the Near and Middle East in the campaign against the illicit traffic in narcotic drugs

The Commission on Narcotic Drugs

Recommends the adoption of the following draft resolution by the Economic and Social Council:

[For this part of the text of resolution 1 (XXII), see chap. X, draft resolution B.]

Analysis of reports on illicit traffic

Opium

130. The Commission noted that traffic in prepared opium was in general localized in the regions of consumption in the Far East and Near and Middle East, or carried on by merchant seamen to small groups of nationals in countries distant from their homeland who continued the habit of opium smoking, e.g. in the United Kingdom, Australia, New Zealand, Madagascar, etc.

131. The bulk of the total opium seizures were reported by a few countries, mostly the producing countries or those adjacent to producing countries such as Iran, the United Arab Republic, Thailand, Hong Kong. Much of the international illicit traffic in opium was destined for the clandestine extraction of alkaloids which might be intended for local or regional consumption. The traffic in opium and opiates was highly organized from the raw material to the final consumer, and was particularly directed to such countries as Thailand, Malaysia, Singapore, Hong Kong and Japan in the Far East, to Iran and the United Arab Republic in the Middle East, and the United States of America and Canada in the Americas.

Africa

132. Opium was not traditionally consumed in Africa, and there was hardly any poppy cultivation in that part of the world. Small seizures of opium had been reported by Madagascar and Mauritius, the drug being generally smuggled into the country by members of ships' crews.

The Americas

133. There was some illicit cultivation of the opium poppy in the Americas. The representative of Mexico gave comprehensive details of the energetic campaigns carried out by his Government to destroy poppy cultivation in the north-western part of the country and the representative of the United States of America confirmed the substantial progress being made by co-operation between the enforcement agencies of the two coun-

tries. Opium poppies were also known to be cultivated illicitly in the inter-Andean zone of Ecuador, and presumably in Peru. Small quantities of opium smuggled from abroad were reported by Brazil, Canada and the United States of America.

Europe

134. Except for the amounts used by clandestine laboratories in converting Turkish opium into heroin, in the main the countries of Europe were transit points on the illicit traffic routes from the Near and Middle East to North America. The representative of the United States of America indicated that the clandestine heroin laboratories in France continued to be the principal source of heroin in the United States of America. Seizures of 509 kg of opium in 1966 by the French authorities indicated that raw materials were being moved, sometimes over long distances, to clandestine laboratories for conversion into heroin. In co-operation with the Governments of Canada, Turkey and the United States of America, France had been able to trace whole networks of traffickers and to apprehend many violators, not only with respect to opium or morphine base entering France, but also respecting the smuggling of heroin into the country of destination.

135. Seizures of opium smuggled from abroad were reported by several European countries, such as the Federal Republic of Germany, Austria, Italy, Sweden and Switzerland.

Near and Middle East

136. This region is an important area of supplies of illicit opium for the international traffic in opium and its derivatives. Large seizures of opium were made in 1966 in Iran. Of the total seizure of 20,754 kg (12,487 kg in 1965) approximately 6,000 kg of opium were seized in the north-western frontier areas and about 10,500 kg in the eastern frontier areas, the remaining 4,200 kg having come from either direction. A feature of the year was the use of petrol and fuel oil tankers to transport very large consignments of opium within Iran, after they had been brought over the frontier by animal transport. Some 16.27 and 7 hectares of illicitly cultivated opium poppy were destroyed in 1966 and 1967 respectively. The number of prosecutions in 1966 was 18,292 (15,554 in 1965).

137. In Turkey where the cultivation of the opium poppy is prohibited outside the authorized areas, some diversion of opium was reported and 4,765 kg of opium was seized in the country. Apart from cases of addiction, there were eighty-one prosecutions by the enforcement authorities in respect of illicit traffic in opium.

138. The representative of Turkey gave details of the severe measures taken in his country against illicit trafficking and stressed that strict control in the transit and consuming countries was equally necessary, and that there should be close and continuing co-operation between countries so that concerted action could be taken to repress illicit trafficking.

⁵⁸ See E/CN.7/SR.606.

139. The representative of the Permanent Anti-Narcotics Bureau of the LAS gave details of traffic sources and routes which confirmed the information in the reports of Arab countries. Large quantities of opium were smuggled into Syria. Aleppo and Aleppo district were considered the main concentration points from which the drug was conveyed by land via Lebanon, Iraq and Jordan to the United Arab Republic and other consuming countries. There was also a sea route to Syrian ports and then to Lebanese ports where a part of the opium was converted into morphine and heroin and smuggled to the United Arab Republic and to countries in Europe and America.

140. In the United Arab Republic opium (and cannabis) were smuggled from abroad and there was no evidence of a transit traffic. A quantity of 1218 kg of opium was seized (as against 1247 kg in 1965). Some illicit cultivation of opium poppies was discovered. Illicit traffic in opium followed routes via Syria, Jordan, Lebanon and Israel.

141. Seizures of opium smuggled from abroad were reported by many non-producing countries of the region, such as Lebanon, Jordan, Israel, Iraq, Saudi Arabia, Qatar and Kuwait.

Far East

142. Substantial illicit or uncontrolled opium production continued in some countries of the region, particularly in the Burma-China-Laos-Thailand border areas, where administrative or physical difficulties made it difficult to suppress. From this supply area the traffic led towards the south and south-east in the direction of Bangkok and then by land route on to Malaysia and Singapore. Opium was also landed from boats on the east coast of Malaysia and then sent southward by lorry or train. Smaller quantities of opium found their way from Singapore and Borneo ports. Large quantities of opium also moved directly from Bangkok and Singapore towards Hong Kong. Very large seizures of opium took place in the region, either near the producing areas or along the routes mentioned above.

143. India reported that 7,945 kg of opium were seized inside the country, of which only small quantities were seized at the border; eleven seizures had been made involving about 44 kg of opium being exported and twenty-three seizures involving about 100 kg of opium being imported. Pakistan reported nineteen seizures totalling 869 kg of opium in 1966/67. In three cases the opium was stated to have come from Afghanistan or the tribal region between Afghanistan and Pakistan.

144. In Thailand, 2,451 kg of raw opium and 376 kg of prepared opium were seized in 1966. In one significant seizure involving 1,076 kg of raw opium and 81 kg of morphine blocks, the contraband was to be loaded on a fishing junk destined for Singapore or Malaysia. There were 1,463 prosecutions, involving 1,707 persons, for offences relating to opium. Cultivation of opium poppy by the hill tribes still occurred sporadically along the northern borders of Thailand.

145. Burma reported that poppy cultivation was still being carried on in areas east of the Salween river, but measures were under way to replace such cultivation by other means of livelihood. Opium produced in the region was intended for local consumption, but some of it escaped to the illicit traffic inside and outside the country. A four year plan was under way aiming at the abolition of opium cultivation throughout the Union of Burma. A total quantity of 4,383 kg of opium and 47 kg of prepared opium had been seized during the year. There had been 1,539 prosecutions for offences related to opium. Some 15,863 raids on opium dens had been made, of which 2,507 had proved successful.

146. In Malaysia, 2,335 kg of raw and prepared opium had been seized. Thailand continued to be the main outlet for illicit traffic in drugs to West Malaysia. Fifty persons had been prosecuted for being in possession of raw opium and 248 for being in possession of prepared opium.

147. The bulk of the opium seized in Singapore was of the "Yunnan" variety smuggled through the mountainous border region between West Malaysia and Thailand. Raw and prepared opium seizures amounted to 640 kg. Intensified customs examination of vehicles towards the end of the year at both ends of the Causeway had diverted trafficking to a sea supply route to Hong Kong.

148. The Republic of Viet-Nam reported that illicit imports came from Cambodia and Laos. In 1966 seizures amounted to 255 kg, in 1967 to 2,390 kg.

149. A great proportion of the illicit drug traffic originating in south-east Asia was directed to Hong Kong. 4,913 kg of raw opium and about 70 kg of prepared opium had been seized in 1966. The bulk of the drugs seized, apparently came from illicit sources in the Burma-Thailand-Laos-Yunnan border region and were destined mainly for the internal illicit market. Modes of transport and methods of smuggling showed little change and the routes taken continued to be the well-established ones from Bangkok, Singapore and Malaysian ports. Whilst there was some evidence to indicate a movement of drugs through or direct from Hong Kong to other countries, such seizures as were reported did not suggest this was on any large scale or highly organized. Countries reporting such seizures were Japan, China (Taiwan), Australia, Canada and the United States of America. There had been 5,112 prosecutions for offences related to opium.

Prices

150. The information assembled by the Secretariat did not allow an accurate comparative picture to be drawn of prevailing prices for illicit opium but it appeared that in the two regions of the world where the opium traffic was a serious problem, prices were lowest near the producing area, increasing in proportion to the distance from that area. No significant price increases had been noted in 1966/67, and several government reports attributed that to a plentiful supply of illicit drugs.

151. The wholesale price per kg of raw opium in Bangkok was from US\$57 to \$72, and of prepared opium from US\$67 to \$86. In Singapore, average wholesale price per kg for "Yunnan" opium was US\$75, for "India/Pakistan" opium \$163. In the Republic of Viet-Nam the price of opium was US\$340 to \$382 per kg. The wholesale price of opium in Burma was from US\$67 to US\$357 per kg. In Hong Kong despite the large quantities of drugs seized during the year, there was a slight downward trend in the average illicit wholesale prices, raw opium ranging from US\$139 to \$219 per kg. In Japan, the price of opium was from US\$833 to \$2,778 per kg. The wholesale price of illicit opium in India ranged from US\$19 to \$46 per kg in the poppy-growing areas; in the seaports it rose to US\$133 per kg. The retail price of illicit opium in Turkey ranged from US\$33 to \$133 per kg. In Iran the wholesale price of opium in Teheran was US\$160 per kg and retail price was US\$270 per kg; in the eastern frontier provinces, wholesale prices ranged between US\$27 and US\$67 per kg, and in the north-western frontier provinces between US\$40 and US\$80 per kg. The price of opium in Lebanon was US\$81 per kg; in Syria it was US\$79 to \$98 per kg; in Israel US\$155 to \$206 per kg. In the United Arab Republic, the wholesale price of opium was from US\$828 to \$1,840 per kg, the retail price from US\$1,495 to \$2,760 per kg. In the Federal Republic of Germany, in one case US\$775 was asked for 1 kg of opium.

Morphine

152. During 1966, the quantity of morphine seized was significantly higher than that in previous years. There was still a tendency to transform opium into morphine close to the areas of production of opium, but recent seizures in Europe could indicate that traffickers were returning to their earlier practice of locating some illicit manufacture in different European countries.

Africa

153. No seizures of morphine were reported by African countries.

The Americas

154. Small seizures of morphine were reported by Brazil, Canada and the United States of America. Mexico reported that morphine came from Europe and the Middle East and was destined for the United States of America; 9 kg of morphine was seized.

Europe

155. Seizures of morphine were reported by several countries in Europe. France reported seizures totalling 136 kg, Belgium a seizure of 36 kg, Yugoslavia a seizure of 27 kg. Small seizures were reported by Austria, Denmark, the Federal Republic of Germany, Italy and Sweden.

Near and Middle East

156. Turkey reported seizures of 143 kg of crude morphine in 1966, and one of 14 kg in 1967. A clandestine

laboratory was detected in November 1966. Syria reported seizures totalling 36 kg of morphine base in transit from Beirut to Europe and America, and Lebanon reported three seizures totalling 9 kg. In all the seizures Syrian traffickers were involved and the drug was stated to have come from Syria.

Far East

157. In the Far East, morphine was seized in large quantities in areas where illicit manufacture of heroin took place or where the drug was in transit for conversion in more distant clandestine laboratories. As in previous years, the "999" brand of morphine was seized in many countries. Thailand reported 177 kg seized in 1966 including one seizure of 81 kg of morphine blocks (along with 1,076 kg of opium) which was destined for Malaysia. There had been sixty-four prosecutions, involving seventy-six persons, for offences relating to morphine. Malaysia reported seizures totalling 35 kg of morphine, Thailand being the main outlet for the illicit traffic in morphine (and opium) to west Malaysia. Hong Kong continued to be the main target for the familiar compressed morphine blocks and it was noticeable during the latter part of the year that those blocks were larger and of a higher quality than had previously been seen, indicating new sources of production of the drug in that form in the region. The seizure of 284 kg of morphine hcl and 121 kg of morphine was far in excess of that recorded for previous years. In March 1967, 108 kg were seized in a single seizure.

Prices

158. In Turkey the retail price of illicit morphine was US\$555-\$666 per kg. The wholesale price of morphine base was reported to be US\$393 per kg in Syria and US\$422 per kg in Lebanon. In the Far East, the wholesale illicit price of morphine ranged from US\$346 to \$394 per kg in Thailand and from US\$755 to \$847 per kg in Hong Kong, the price in the last quarter of the year being lower than that in the first quarter.

Diacetylmorphine (heroin)

159. The United States of America and Canada continued to be targets of the organized international illicit traffic in heroin which had its sources in the Near East as well as the Far East; that traffic also passed through Mexico. Several clandestine laboratories were discovered in Iran, Hong Kong and Thailand, and large seizures were made in these countries.

Africa

160. No seizures of heroin were reported from countries in that region.

The Americas

161. Much of the heroin reaching the United States of America and Canada emanated from Europe, with lesser amounts originating in Mexico and the Far

East. In 1966 seizures in the United States totalled 73 kg, in Canada 63 kg, in Mexico 7 kg. Small seizures were reported by Brazil and Venezuela.

Europe

162. France reported seizures totalling nearly 12 kg. of heroin, which by no means reflects the effectiveness of the work being done by French authorities. In many instances, working with their colleagues in the countries of destination, French police have been responsible for uncovering networks of illicit traffickers, seizures of large quantities of heroin entering the other countries, and the arrests of many persons involved in the smuggling operations. In one case, French authorities uncovered a plot to smuggle heroin from France into the United States inside oscilloscopes, each containing 1 kg of heroin. As a result, 6 kg of heroin were seized by French authorities, and another seizure of 6 kg was made in the United States.

163. The representative of Spain gave details of a seizure of 13 kg detected in the boot of a car at the frontier in April 1967.

Near and Middle East

164. Seizures of heroin in the region were concentrated in Iran where 18 kg (as against 20 kg in 1965) were seized. Eleven heroin-manufacturing laboratories were discovered in 1966 and three more in 1967. Small seizures of heroin were reported by Lebanon and Syria.

Far East

165. In the Far East, where large seizures of heroin were made in Thailand and Hong Kong, small quantities of seizures were also reported by Japan and the Philippines. Thailand reported 37 kg of heroin seized in 1966, and one clandestine laboratory was detected in Bangkok. Some 5,570 offences in respect of heroin were detected during the year. In one case of clandestine manufacture, life imprisonment was ordered for the main offenders, and in another case the two accused were executed. In Hong Kong, the illicit manufacture of heroin from compressed morphine blocks continued during 1966 and 11,951 offences relating to heroin were detected.

Prices

166. In the United States of America the wholesale price of unadulterated heroin was from \$25,000 to \$35,000 per kg and of adulterated heroin was \$18,000 to \$25,000 per kg. Heroin is sold directly to the addict in the form of packets or capsules with a drug content of from less than 1 per cent to 25 per cent ranging in price from \$3 to \$50. In Canada heroin sold for an average price of US\$13 per capsule. In Greece the wholesale price of heroin was US\$3,900 per kg and the retail price was \$10,800 to \$13,800 per kg. Turkey reported that the retail price of heroin was US\$5,555 to \$6,666 per kg. In Iran, the wholesale price of heroin was US\$2,400 to \$2,900 per kg and the retail price \$7 per gramme. In Lebanon, the price of heroin was

US\$1,624 per kg. Thailand reported that the wholesale price in Bangkok of unadulterated heroin was from US\$384 to \$576 per kg and of adulterated heroin from \$211 to \$288 per kg.

Cocaine

167. The cocaine traffic had its source mainly in those areas of South America where large quantities of coca leaf were available, particularly in Bolivia and Peru. As with the opiates, several clandestine laboratories for the manufacture of cocaine were discovered during 1966/1967 in areas close to the production of the raw material, e.g. in Chile, Bolivia and Peru. An important route of the cocaine traffic was from Peru to Ecuador and Panama, then to Mexico and the United States of America by sea or air. Another route was from Chile to the Pacific coast ports by train and then to the United States of America by sea or air. A third route was from Bolivia through Brazil to the West Indies and North America. There was also a traffic from Brazil to the Middle East and to Europe.

Africa

168. No seizures of cocaine were reported.

The Americas

169. A total quantity of 11 kg of cocaine were seized in the United States of America in 1966. Bolivia reported six seizures totalling 3 kg, including the discovery of two clandestine laboratories at Santa Cruz in May and June 1966. Brazil reported an extensive illicit traffic in cocaine from Bolivia (Cochabamba, Santa Cruz de la Sierra, Sucre) via Corumba in Brazil and from Peru (Cuzco) via Guajarámirim in Brazil and seizures during the year totalling 108 kg.

170. Three clandestine laboratories for the manufacture of cocaine were discovered in Chile and nineteen cases of illicit traffic were recorded, with seizures totalling 11 kg. Peru reported 6 seizures totalling 6 kg.

Europe

171. Small seizures of cocaine were reported by Belgium, Italy and Poland.

Near and Middle East

172. Lebanon reported seizures totalling 1 kg of cocaine originating in South America.

Far East

173. Small seizures of cocaine were reported by India, Pakistan and Singapore.

Prices

174. In the United States of America, the wholesale price of unadulterated cocaine was \$22,000 to \$27,000 per kg, and of adulterated cocaine \$17,000 to \$22,000 per kg. Brazil reported that cocaine prices ranged from about US\$4 to \$33 per gramme. In Chile, 1 kg of

adulterated cocaine hcl cost US\$3,600 to \$9,000. In Lebanon the price of cocaine of the first category was US\$24,352, that of the second category \$6,494 per kg.

Cannabis

175. Much of the cannabis traffic appeared to be local and on a small scale, being carried out by individual cultivators who consumed it themselves or passed it on over short distances within their country or across frontiers. Supply over longer distances to more profitable markets in other countries was more highly organized and larger quantities were generally involved.

Africa

176. In South Africa there was illicit cultivation mostly in northern and eastern Transvaal, Natal and Transkei areas. Most of the cultivation was intended for illicit domestic consumption, but small quantities might have been smuggled across the borders with adjoining territories. Supplies of cannabis which escaped detection by the police found ready markets in the large cities, and were also smuggled to the ports and sold to crews of visiting ships. A total of about 208,542 kg of cannabis (dagga) was seized in 1966, and there were about 2,600 prosecutions for offences related to this drug.

177. Nigeria reported an increase in traffic in cannabis during 1966. Over twelve tons of cannabis were seized. A decree was enacted by the Government imposing stringent penalties, up to the death sentence. During the year 1,578 persons were prosecuted for offences related to cannabis.

178. In Kenya, approximately 1,670 kg of cannabis were seized. There were 4,044 prosecutions for illegal possession of cannabis and 280 cases of illicit cultivation chiefly in the Nyanza and Central provinces.

179. In Algeria, 470 kg of cannabis were seized. The cannabis was grown locally on small plots for personal use with some kif (cannabis) coming from Morocco and some chiras (cannabis resin) from Tunisia.

180. Mauritius reported seizures of 1,039 kg of cannabis, including 1,016 kg of leaves, and 1,116 plants. Thirty-eight illicit plantations were discovered in remote places on the island. Morocco reported intense but mainly internal traffic in cannabis. In 1966, seizures had amounted to 43,000 kg and 447 stalks had been uprooted. The most important seizures had been made in the areas close to illicit plantations.

181. Illicit traffic on a small scale in locally grown cannabis was reported by Cameroon, Central African Republic, Chad, Ghana, Ivory Coast, Senegal, Togo, Uganda, Tanzania and Tunisia. Several of these countries also reported a traffic in cannabis across the frontiers with neighbouring countries. Ghana reported a traffic both ways across the borders with Ivory Coast, Upper Volta and Togo. Guinea mentioned that there was a traffic particularly from Nigeria, Congo and Senegal. A traffic in cannabis from Gambia was reported by Senegal. Tunisia reported a minor frontier traffic in cannabis with Algeria.

The Americas

182. The cannabis plant grows wild in many countries of this region and it is also illicitly cultivated. Mexico reported seizures of 29,532 kg. In Brazil a total quantity of 2,471 kg of cannabis was seized, and 488 prosecutions for offences relating to cannabis were instituted. Chile and Panama reported small seizures of cannabis.

183. Cannabis of both foreign and domestic origin was found in the United States. The source for illicit imports was primarily Mexico, with smaller quantities arriving from North Africa and the Middle East. There were 246 federal prosecutions for cannabis (marihuana) offences, and the average length of prison sentence for defendants convicted of offences under federal marihuana laws was 4 $\frac{1}{4}$ years. In twelve seizures reported, 1,742 kg of marihuana were confiscated.

184. Canada reported a notable increase in convictions in respect of illicit traffic in, or possession of, marihuana from sixty in 1965 to 144 in 1966.

185. Trinidad and Tobago reported small seizures of cannabis, mostly in the form of cigarettes. There was a traffic in cannabis by sea or air from Venezuela, Panama and Guyana. Seizures of cannabis were reported by the Bahama Islands and British Honduras and in the Netherlands Antilles. Illicit cultivation and use of cannabis (ganga) was observed in Jamaica, and some traffic to the United States of America, the United Kingdom and Latin American countries detected.

Europe

186. The cannabis involved in the traffic in Europe appeared to come mostly from Africa or the Middle East. Cannabis was illicitly cultivated in Greece and hashish smuggled into the country from countries of the Near East. A total of 507 kg of cannabis was seized. Seizures totalling 357 kg; 215 kg, 47 kg and 36 kg were reported by Spain, Yugoslavia, France and Belgium respectively. In the Federal Republic of Germany cannabis was the most widely used drug, the quantity seized in 1966, 135 kg, reaching an all-time peak. While consumption among non-Germans had probably increased, there was also a transit traffic destined for the United Kingdom and Scandinavian countries.

187. Cannabis was the main drug in the illicit traffic in the United Kingdom. A total quantity of 258 kg of cannabis was seized, and there were 1,119 convictions for cannabis offences. Small seizures of cannabis were reported by Bulgaria, Denmark, Gibraltar, Italy, Netherlands, Poland and Switzerland.

Near and Middle East

188. The Commission was given a full statement by the representative of the Permanent Anti-Narcotics Bureau of the LAS of details of the hashish traffic in the Middle East which confirmed the main pattern of that traffic as noted at previous sessions. Cannabis grown in Lebanon was smuggled through Syria into the consuming countries, such as the United Arab Republic, Iraq, Kuwait, Saudi Arabia, Qatar, and Bahrain. During 1966, 2,609 kg of hashish were seized in Syria, 8,812 kg of hashish were seized in the United

Arab Republic (as against 12,020 kg in 1965), about a quarter of which was seized at the frontier and the remainder inside the country. Saudi Arabia reported seizure of 138 kg of cannabis.

189. In Lebanon, cannabis cultivation mostly for export was traditional in the mountainous regions of Hermel and Baalbeck. Access to the regions was so difficult that it was hard to destroy the crops. The observer for Lebanon gave information on the progress made by the Government for substitution of cannabis cultivation by other crops, in particular the sunflower and tobacco.⁵⁹ During the year 7,098 kg (2,429 kg in 1965) of hashish were seized.

190. Jordan reported smuggling of hashish from Lebanon to the United Arab Republic and other Middle East countries. 140 kg of hashish were confiscated. In Iraq, 640 kg of cannabis were seized, the drug having come from Lebanon.

191. Israel reported seizure of 111 kg of hashish. Tracking dogs had been trained to respond to the smell of hashish and they had been successfully used in many seizures.

Far East

192. In India, the consumption and production of charas (cannabis resin), are prohibited, but the use of ganja (flowering tops of the female plant) and bang (cannabis leaves) is permitted and these two products are supplied for the traditional systems of medicine by licit cultivation in limited areas under strict control. Wild growth of the cannabis plant in hilly areas of the country has been destroyed wherever it has been found to occur in the inhabited localities. The representative of India informed the Commission that recently the Government of Nepal had agreed to prohibit and prevent the movement of ganja from Nepal into India. The Indian states bordering Nepal had also taken steps to intensify preventive measures to check the entry of ganja from Nepal. During the year, 33,643 kg of ganja and 375 kg of charas were seized. There were 13,852 prosecutions for offences relating to ganja and charas.

193. Pakistan reported seizures totalling 9,666 kg of cannabis in 1966/1967. In Malaysia, there was some illicit cultivation and 528 kg of cannabis were seized.

194. Consumption of ganja cigarettes by youths in Singapore showed an appreciable decline, and strict enforcement has led to a cessation of illicit cultivation. However, with the resumption of the Indonesian barter trade, traffickers were beginning to receive supplies of the drug direct from Indonesian barter trading. During the year, 497 kg of cannabis were seized, and seven cases of cultivation of cannabis plants in rural areas were detected.

195. The Republic of Viet-Nam reported seizure of 1,357 kg of cannabis. In Japan, cannabis was smuggled in small quantities. Cannabis plants grew wild in the country and the authorities organized a national campaign for the eradication of such growth. Small quantities of cannabis were seized in Australia and New Zealand.

Prices

196. In Algeria the price of kif (cannabis) was between US\$38 and \$42 per kg, a packet of 3 g of kif costing \$0.42. In Cameroon, a packet of cannabis from 5 to 10 g was priced at US\$0.20 to \$0.40. In Ghana, about 2 g of cannabis cost US\$0.12. In Mauritius cannabis leaves were retailed at US\$63 per lb, or \$139 per kg. In South Africa, a home-made cannabis cigarette sold at US\$0.07 to \$0.14.

197. In British Honduras, small packets of cannabis leaves and seeds were sold for US\$0.17 per packet. In Trinidad and Tobago, the price of cured marihuana was US\$2.66 per ounce, or \$95 per kg; a marihuana cigarette cost \$0.63; cured marihuana was usually adulterated with the stalks of the plant and the cigarettes with tobacco. In Brazil, a cigarette of maconha was worth US\$0.37 to \$1.85 in São Paulo. Jamaica reported the wholesale price of cannabis at US\$154 to \$185 per kg. In the United States of America, cannabis prices were from \$100 to \$200 per kg, and \$1.75 to \$2 per gramme. In Canada, marihuana sold for US\$0.93 per cigarette or \$9.27 per "bag" — enough to make eight to ten cigarettes.

198. Greece reported the wholesale price of prepared hashish as being from US\$450 to \$600 per kg, and the retail price \$1,350 to \$2,100 per kg. In the Federal Republic of Germany, cannabis cigarettes were sold at between US\$0.25 to \$1.25 per piece. In some cases \$600 to \$825 were asked for a kg of cannabis.

199. Turkey reported the price of hashish as being from US\$88 to \$166 per kg. In Iran, the price of cannabis of different qualities was between US\$13 to \$33 per kg. Syria reported three different qualities of cannabis, wholesale prices being from US\$33 to \$105 per kg, and retail prices from \$144 to \$314 per kg. Lebanon reported three different qualities of hashish, prices being from US\$8 to \$24 per kg. Israel reported hashish prices from US\$165 to \$198 per oka (1 kg 282 g) or \$129 to \$155 per kg. In the United Arab Republic, three qualities of hashish were available: wholesale prices were from US\$207 to \$690 per kg and retail from \$391 to \$1,035 per kg.

200. Singapore reported that the price of cannabis was US\$11 per lb or \$24 per kg. In Ceylon, the wholesale price of cannabis was US\$11 per lb, or \$24 per kg; the retail price was \$21 per lb or \$46 per kg.

201. Australia reported the price of cannabis as being from US\$22 to \$28 per ounce, or \$788 to \$1,000 per kg. In New Zealand, cannabis was sold at US\$444 to \$556 per lb, or \$976 to \$1,223 per kg.

Other natural drugs and their preparations

202. Seizures of other natural drugs were negligible. Small quantities of codeine seizures were reported by Canada, Italy, Japan, the Philippines, Poland and the United States. A number of countries such as Austria, Belgium, Denmark, Finland, Italy, Japan, Poland, Switzerland, and the United Kingdom reported small diversions from licit sources through forgeries of prescriptions, thefts, etc.

⁵⁹ See E/CN.7/508/Add.2.

Synthetic drugs

203. Very few instances of synthetic drug seizures were reported, the countries involved being Australia, Canada, Denmark, the Federal Republic of Germany, India, Italy, Sweden and the United States of America. Haiti also reported some addiction to pethidine.

Miscellaneous

204. Several countries reported seizures of amphetamines and barbiturates. The annual report of Brazil indicated that there was an intense illicit traffic in bar-

biturates, tranquillizers and amphetamine drugs, manufactured in Brazil, Uruguay and Argentina. Misuse of amphetamines was reported by Guinea. Sweden particularly mentioned in the annual report that amphetamines were a serious problem, and that their illicit importation was constantly increasing. Seizures of amphetamines were also reported by Denmark, the Federal Republic of Germany and the United Arab Republic. In Hong Kong, where barbitone was used in conjunction with heroin by addicts, 80 kg of barbitone were seized in 1966.

205. Seizures of LSD 25 were reported by Canada, France, Spain and the United Kingdom.

TOTAL QUANTITIES OF DRUGS SEIZED

(Miscellaneous ampoules, tablets, etc. have been omitted)

(All totals are expressed in kilogrammes)

| Year | Raw opium | Prepared opium | Morphine | Heroin | Cocaine | Cannabis | Synthetic drugs |
|--------------|-----------|----------------|----------|--------|---------|-----------|-----------------|
| 1931 | 48 392 | 7 179 | 1 354 | 943 | 70 | 20 888 | — |
| 1932 | 19 676 | 27 463 | 831 | 251 | 111 | 26 681 | — |
| 1936 | 124 497 | 18 063 | 393 | 867 | 97 | 16 283 | — |
| 1946 | 22 413 | 5 191 | 40 | 27 | 24 | 24 411 | — |
| 1947 | 18 389 | 3 862 | 274 | 107 | 21 | 18 891 | — |
| 1948 | 17 948 | 4 572 | 26 | 36 | 175 | 81 675 | — |
| 1949 | 20 503 | 8 237 | 18 | 77 | 25 | 39 141 | — |
| 1950 | 54 614 | 4 345 | 42 | 80 | 12 | 133 536 | — |
| 1951 | 46 810 | 4 072 | 58 | 121 | 17 | 237 063 | 0.111 |
| 1952 | 54 138 | 1 509 | 311 | 115 | 5 | 300 611 | 0.012 |
| 1953 | 47 178 | 2 920 | 118 | 154 | 7 | 436 155 | 1.356 |
| 1954 | 38 489 | 3 643 | 79 | 109 | 16 | 161 324 | 2.231 |
| 1955 | 59 312 | 3 232 | 209 | 137 | 11 | 1 331 371 | 1.035 |
| 1956 | 20 892 | 654 | 99 | 109 | 5 | 298 461 | 0.327 |
| 1957 | 32 157 | 958 | 269 | 160 | 8 | 123 560 | 0.310 |
| 1958 | 30 619 | 739 | 175 | 141 | 4 | 341 199 | 1.479 |
| 1959 | 48 607 | 1 469 | 172 | 179 | 28 | 674 911 | 0.866 |
| 1960 | 35 970 | 672 | 332 | 390 | 10 | 875 849 | 3.506 |
| 1961 | 39 612 | 1 722 | 192 | 167 | 22 | 207 716 | 1.118 |
| 1962 | 49 560 | 2 072 | 326 | 354 | 20 | 314 086 | — |
| 1963 | 46 804 | 1 368 | 732 | 403 | 32 | 292 953 | 0.688 |
| 1964 | 37 810 | 335 | 430 | 340 | 49 | 457 537 | 0.320 |
| 1965 | 37 612 | 585 | 413 | 320 | 180 | 157 124 | 0.835 |
| 1966 * | 51 901 | 770 | 906 | 245 | 163 | 361 762 | 0.788 |

* Quantities for 1966 are provisional.

CHAPTER IV

ABUSE OF DRUGS (DRUG ADDICTION)⁶⁰

World situation

206. The Commission studied the note by the Secretary-General on abuse of drugs,⁶¹ containing an analysis of the trends of drug abuse in the various regions of the world as disclosed in the annual reports of governments for the years 1965 and 1966; tables

indicating the statistics supplied by governments on the number of drug addicts and on the extent of the use of the various narcotic drugs; an analysis of the sources of the information received and some suggestions for improving the collection of information; and a draft scheme for enlisting the help of scientific correspondents which had been drawn up as requested by the Commission at its twenty-first session.⁶²

⁶⁰ Agenda item 5 (see E/CN.7/SR.595-599 and 610-612.)

⁶¹ E/CN.7/507.

⁶² See Report, twenty-first session, para. 219.

207. The Commission acknowledged with satisfaction the efforts of the Secretariat to demonstrate the trends of drug abuse in a wider frame of reference than the substances included in the schedules of the 1961 Convention, even though the over-all picture could not be drawn, with any precision, owing to lack of information about the extent of abuse of, and dependence on, psychotropic substances, such as barbiturates and amphetamines.

208. In broad summary the present situation of drug abuse in the different regions and the characteristic trends appeared to be as follows:

Africa

209. Fifty per cent of the governments of the region reported a more or less widespread use of cannabis; it continued to be the most prevalent drug in Africa. The changes in African social structure and the dimensions of migrations were one of the causes of the spread of the use of cannabis in some African countries where it had hitherto been unknown. The use of cannabis was spreading primarily among young people; socio-economic studies⁶³ left no doubt as to the social and psychological dangers of cannabis abuse.

210. Opium dependence was a problem for only very few African countries. Cases of the abuse of heroin, morphine, cocaine and synthetic drugs were rare.

211. Lack of statistics made it impossible to analyse trends in the abuse of amphetamines, barbiturates or other dependence-forming substances, but reports from South Africa, Nigeria and Guinea indicate that they may well represent a potential new danger in Africa.

212. There were no specialized centres for the treatment of drug dependents, except in rare cases.

America

213. According to government reports and scientific documents and communications, drug addiction in America could be divided into four categories:

(a) The chewing of coca leaf continued to be quite prevalent in some South American countries, and the socio-economic nature and causes of the habit were well-known. In 1965 there was an increase in the clandestine production and abuse of cocaine.

(b) In North America the predominant form of drug addiction was the abuse of heroin. In the United States some 90 per cent of all addicts used heroin; in Canada the proportion was 70 to 80 per cent. There was also some abuse of morphine, other opiates and synthetic drugs. Despite research, which had greatly contributed to international knowledge of

drug addiction and strenuous enforcement measures, the number of heroin addicts was increasing.

(c) In parts of North and South America the use of cannabis (marijuana, maconha, etc.) was extremely widespread, but few firm statistics were available.

(d) In some North American countries, the abuse of psychotropic substances (hallucinogens, sedatives, amphetamines, etc.) was assuming alarming proportions.

214. The facilities for treatment of drug addicts were extensive in North America, but were generally lacking in Central and South America.

Europe

215. Only a few countries had a drug addiction problem. Except in the United Kingdom, where there were disturbingly sharp increases in the number of heroin addicts, particularly under the age of thirty-five, the commonly abused drugs were morphine, other opiates and such synthetic drugs as pethidine, methadone and dextromoramide.

216. There was increasingly widespread use of cannabis in several countries, and abuse of psychotropic substances, primarily barbiturates and amphetamine derivatives, appeared to be more serious than that of narcotic drugs.

217. In some countries facilities for the treatment of drug addiction were provided, and certain countries had made the treatment compulsory.

Far East

218. Sixty per cent of the government reports mentioned the use and abuse of opium, but in some parts of the region, geographical, sociological and administrative conditions precluded any estimate of the number of addicts. Campaigns against opium abuse were meeting with success in the Indo-Pakistan sub-continent, but elsewhere opium smoking continued to be a great social problem.

219. In three countries the use of opium had been gradually replaced in recent years by heroin addiction which was mentioned as a problem in 40 per cent of the government reports.

220. The number of persons using cannabis and the quantity of cannabis consumed were very high.

221. In one country the use of sedatives was regarded as a major social problem, in another the use of amphetamines appeared to be spreading.

222. Treatment opportunities in most of the countries in the region were inadequate.

Near and Middle East

223. Several countries of the region had great drug addiction problems. The lack of statistics made it impossible even to estimate the number of addicts, but in certain countries the number of opium users

⁶³ See, for example, Lambo, T.A. "Medical and social problems of drug addiction in West Africa," *Bulletin on Narcotics*, Vol. XVII, No. 1, January-March 1965, pp. 3-13; Tanner, R.E.S., "Drug Addiction in East Africa," *The International Journal of Addictions*, Vol. I, No. 1, 1966, pp. 9-19; *The Dagga Problem*, Republic of South Africa, Research Division of the Department of Social Welfare and Pensions, (1966).

was very high. The abuse of cannabis was also widespread. One country had reported an alarming increase in abuse of heroin, another in the numbers of persons dependent on amphetamines and barbiturates. The opportunities for treatment of addiction were in general very limited.

Oceania

224. The number of drug addicts was very small and although some signs of an increase in the abuse of cannabis, amphetamines and barbiturates had been noted, drug-dependence did not constitute a social problem in the region.

225. Several representatives and observers reported on the present drug-addiction situation in their countries, and on measures taken or planned to control it.

226. The representative of Canada outlined the developments of the situation in his country. Opium-smoking had disappeared and there was no more illicit traffic or abuse of opiates, with the exception of heroin. Among synthetic narcotic drugs only the abuse of methadone had increased. Among the substances not under international control, short-acting barbiturates and methamphetamine were abused. Several cases of abuse of LSD had been observed and during recent years there has been a dramatic increase in cannabis abuse. The Canadian representative drew attention to the necessity of more research into cannabis and new measures against the spread of that form of abuse.

227. The representative of France informed the Commission that in his country addiction was rare and there were fewer cases than formerly of dependence of therapeutic origin. He also drew the attention of the Commission to the importance of recent communications showing the teratogenic properties of LSD.

228. The representative of the USSR said that drug addiction did not constitute a significant social or public health problem in his country. Preventive measures against any possible spread of drug abuse included the compulsory reporting of cases of drug-dependence. In the Union of Soviet Socialist Republics drug addicts were for the most part patients who had become dependent on narcotic drugs as a result of prolonged medical treatment. A recent decree of the Ministry of Public Health had limited the therapeutic use of narcotic drugs during prolonged treatment. All notified addicts were given medical treatment in psychiatric clinics, the method of treatment varying according to the type of dependence. To assist general practitioners, standardized instructions for treatment of drug-dependent persons had been elaborated by experts. In 1966, several of the Republics of the USSR had introduced compulsory treatment for addicts. The majority of addiction cases were dependent on morphine and on sedatives. Except for some rare cases in Middle Asia, the use of cannabis did not constitute a problem in the country. No cases of dependence on tranquillizers had been observed. There was no abuse of LSD in the USSR and its use was permitted only for scientific experiments on animals.

229. The observer for Italy said that in his country the number of addicts did not exceed 300. Those few cases had become dependent on morphine or pethidine as a result of medical treatment. That figure was no guide to the extent of the abuse of barbiturates, other depressants, stimulants or LSD.

230. The representative of Japan informed the Commission that the problem of drug-dependence was not a serious social problem in Japan. A system of registration of addicts had been introduced in his country. Physicians and the police services were required to report all cases of addiction to the authorities. New legislation on narcotics control instituted compulsory treatment of drug addicts in specialized institutions, and an after-care and rehabilitation scheme was in operation.

231. The observer for Poland informed the Commission that use had been reported of barbiturates, tranquillizers, ethyl ether and headache pills containing caffeine or phenacetine. Persons who had become dependent on those preparations had been given withdrawal treatment. The origin of the abuse of psychotropic substances was generally therapeutic, but a study of the social and psychological factors of drug dependence was now being carried out in her country. In her view more attention should be given to the harm done by the publication in the press of sensational articles on narcotic drugs and similar substances, such as LSD.

232. The representative of the Republic of China informed the Commission that in his country the treatment of drug addicts had been made compulsory. In the province of Taiwan 321 drug addicts dependent on heroin and morphine were registered in 1966. Some cases of abuse of opium had been observed. The problems of cannabis and LSD were unknown in his country.

233. The representative of India said that the campaign of his Government against the use of opium was meeting with success and drug-addiction in his country did not constitute a serious problem. The number of persons using opium for non-medical purposes was approximately 100,000 and only 1,505 of those were registered opium-smokers. Treatment was not compulsory in India but voluntary treatment was provided for addicts; treatment was followed by after-care of the former addicts. Dependence on manufactured drugs was known to exist to a small extent only, but the use of psychotropic substances which were not under international control could become a cause for anxiety.

234. The representative of Switzerland informed the Commission that dependence on narcotic drugs or hallucinogens was not a problem in his country. The abuse of other medical preparations was a greater social danger in Switzerland. A comprehensive enquiry into abuse of such preparations was being carried out, using scientific methods of evaluation and the results of that study would be reported to the Commission and to WHO.

235. The observer for Spain said that in his country the narcotic drugs commonly used were morphine, methadone and pethidine. His country's reports included in the number of addicts all patients undergoing pro-

longed treatment with narcotic drugs. Widespread use of amphetamines among young people and sportsmen had been observed and further measures against the use of these substances might be necessary.

236. The representative of the United Kingdom informed the Commission that compulsory notification of persons dependent on narcotic drugs would shortly be instituted in his country. Some increase in the reported numbers of addicts was to be expected. The present figures were not high but the trends of addiction to heroin were alarming. Abuse of cannabis, amphetamines and LSD appeared to be increasing, to judge by the growing number of prosecutions.

237. The representative of the United States of America said that the predominant form of drug addiction in his country was dependence on heroin, but, with the exception of two great cities where the extent of abuse had increased in the last year, drug abuse in general appeared to be diminishing. The present distribution of addicts by sex (82 per cent men, 18 per cent women) reflected a sharp change from the past when the proportion of women among addicts had been much greater.

238. The representative of Peru described the efforts of his Government to abolish the use of coca leaf-chewing and the abuse of cocaine and laid stress on the importance of co-operation with other American countries in the fight against illicit traffic.

239. The representative of Turkey said that in his country drug addiction did not constitute a social problem. The number of drug addicts was about 1,400 out of a population of 33 million inhabitants.

240. The observer for the Republic of Viet-Nam said that in his country the programme for the treatment of addicts, generally opium-smokers, had ended in 1959 but treatment of individual addicts in hospitals continued.

241. The representative of Mexico informed the Commission that a decrease in the total number of known drug addicts was believed to be the result of medical treatment provided by the public health authorities. That treatment was not compulsory. Dependence on morphine was the most common form of addiction in Mexico.

242. The representative of the United Arab Republic said that drug-addiction was a very important problem in his country. The three forms of drug abuse were: (a) opium, (b) opium associated with other drugs (i.e., hashish) and (c) psychotropic substances. Treatment and rehabilitation for drug dependents were provided in psychotherapeutic units at twenty-eight clinics. Efforts were being made to develop new techniques to prevent the spread of drug abuse.

243. The representative of Ghana informed the Commission that in his country the only form of drug abuse was cannabis-smoking. There was no registration or organized treatment for cannabis users. The Government relied upon police records and records of admissions to mental health hospitals as a guide to the extent of the problem. No cases of addiction to manufactured drugs or amphetamines were known but anxiety had been

caused by large quantities of dexamphetamine recently imported into Ghana.

244. The representative of Iran outlined the plans of his government to set up six treatment centres, establish rehabilitation programmes and raise general standards of living. Registration of drug addicts was impracticable and estimation of their number had to be based on conclusions drawn from the quantity of seizures, and the numbers of addicts arrested and of voluntary patients coming to the knowledge of the authorities. The chief problems were opium and heroin dependence and the most active age groups of the population were affected. Abuse of barbiturates, tranquillizers or hallucinogens was unknown in Iran. Some cases had been observed of heroin addicts substituting for a heroin dose of 1 g. a dose of 0.20 g. of heroin combined with 4 barbituric tablets.

245. The representative of Yugoslavia said that his country had no drug-addiction problems. In spite of the fact that this year the number of incoming tourists had been equal to the number of inhabitants in his country, increased vigilance and activity on the part of the border service had played a great part in minimizing the danger of illicit traffic.

246. The representative of Hungary said that the problem of drug addiction was unknown in his country. A few cases of dependence had been observed resulting from prolonged medical treatment with narcotic drugs. The treatment of drug addicts was compulsory and free.

247. The representative of the Republic of Korea informed the Commission that in his country the number of drug addicts was decreasing as a result of the work of treatment centres. His Government was planning measures for control of LSD, although no problem of misuse of that drug had appeared in Korea.

248. The representative of Nigeria said that the two drugs of which abuse was observed were amphetamines and cannabis. The abuse of cannabis was decreasing and would die out, but there appeared to be a continuing spread of dependence on amphetamines.

249. The representative of WHO referred to the terminology proposed by the WHO Expert Committee on Dependence-producing Drugs⁶⁴ which had been accepted both by the medical world at large and by the WHO Expert Committee on Mental Health.⁶⁵ The introduction of the concept of "dependence" facilitated recognition of different types of drug dependence. Such differentiation was essential because not only the type of drug as specified in the report of the WHO Expert Committee on Dependence-Producing Drugs, but also the type of personality and the type of environmental considerations determined the variety of risks presented and the nature of the corresponding control which might be indicated. All those factors had to be considered carefully in order to decide on rational counter-measures. Studies such as those promoted by Switzerland on the abuse of medical preparations and by

⁶⁴ *Wld. Hlth. Org. techn. Rep. Ser.*, 1965, 312.

⁶⁵ *Wld. Hlth. Org. techn. Rep. Ser.*, 1967, 363.

Poland on the sociological aspects of dependence were very important.

250. Members of the Commission recalled that during the twenty-first session the question of nomenclature had been examined with special reference to the definition of drug addiction and the clinical differences between drug abuse and drug dependence and had concluded that the over-all substitution of "drug addiction" by "dependence" could create difficulties in many countries familiar with the traditional use in international and national narcotics control of the expression "drug addiction". The representative of the USSR added that although the Commission in that case had noted the useful work done by WHO in that field, it had not agreed to replace the term "drug addiction" by "drug dependence" as drug addiction comprised medical and juridical aspects of the problem.

251. The Commission noted the marked lack of uniformity in the data reported by governments and studied the draft scheme for the listing of scientific correspondents, worked out by the Secretariat, as requested by the Commission during its twenty-first session.⁶⁶

252. The Commission discussed the suggested direct correspondence of the Secretariat with scientists. Several representatives drew attention to basic differences between the present arrangements whereby scientific experts in various countries collaborated with the United Nations Laboratory or were consulted by WHO and the suggested scheme under which selected scientists would be expected to give the Secretary-General information about drug abuse in their country to supplement that given by their national government. Multiplying channels of communication with the Secretary-General would be likely to cause confusion and controversy and even overlap with WHO interests. The only authoritative source of information should be the responsible government authority. A better way of improving the collection of information was to encourage government authorities to consult expert sources (such as national advisory committees and research institutions) in their countries before preparing and submitting their reports. If the Secretariat wanted to obtain information beyond that which the Commission had determined to be necessary for the performance of its functions under Article 18 of the 1961 Convention, it could always invite national authorities to provide it on a voluntary basis. Accordingly the Commission decided not to endorse the scheme as suggested.

Doping

253. The Commission then examined chapter IV, "Doping" of the note by the Secretary-General concerning drug abuse,⁶⁷ which was presented as requested by the Commission during its twenty-first session.⁶⁸

⁶⁶ See Report, twenty-first session, para. 219.

⁶⁷ E/CN.7/507, paras. 180-188

⁶⁸ See Report, twenty-first session, para. 233.

The representative of France drew attention to the consideration already given to this subject by other organs; recalled a number of incidents in recent years which had highlighted the spread of practices of doping in several highly competitive sports such as athletics, cycling and football; and referred with satisfaction both to the scientific efforts continuing in a number of countries to produce reliable techniques of detection, and to the action already taken by many national and sporting authorities to eradicate doping practices. The representative of the United States of America expressed support for the valuable initiative shown by the representative of France, and suggested that a resolution should be prepared to indicate the Commission's concern with that problem. The representative of the USSR stated that doping was not practised in his country, but emphasized the risks to health encountered by those who resorted to doping in particularly arduous sports and pointed to the unfairness of such practices.

254. In discussion, representatives expressed general appreciation of the importance of the role of sport in public health, and concern that practices of doping, in particular involving the use of narcotic and other dependence-forming drugs, should not be condoned with risk not only to those affected but also to the general effort to prevent misuse of narcotic drugs for non-medical or scientific purposes.

255. It was clear from studies made by other organs that doping was not easy to define. From the Commission's point of view, the undesirable feature of doping which it desired strongly to condemn was principally the use of dependence-producing substances simply to improve athletic performances in an artificial manner.

256. The Commission unanimously adopted a draft resolution sponsored by France, Ghana, India, Iran, Mexico, the Union of Soviet Socialist Republics, the United Kingdom, and the United States of America.⁶⁹ The text of the resolution is as follows:

2 (XXII). Doping

The Commission on Narcotic Drugs,

Concerned with the health and welfare of mankind,

Believing that sports activities have an important role in keeping individuals in physical and mental health,

Considering the influence exercised by the behaviour of champions upon a great many young people and even adults,

Noting with anxiety the resort in certain cases to practices known as doping, which consist in the use of psychotropes or other pharmaceutical substances and even of narcotic drugs, in sports competitions with the sole object of artificially improving performance,

Considering that these practices are dangerous for the health of sportsmen and are inconsistent with the proper medical and scientific use of these substances,

Believing that the time has come to take a stand in this matter in view of the special influence which sport is bound to have throughout the world and particularly during this Olympic year,

1. *Draws the attention of Governments to the dangers of doping;*

2. *Recommends that they take, where necessary, all appropriate measures to prevent such practices.*

⁶⁹ E/CN.7/L.293.

257. The Commission discussed the question of a declaration of principles for the Press, and decided to postpone the study of such a declaration until a subsequent session.

Cannabis

258. The Commission then examined recent developments in cannabis abuse, and several representatives described trends in their countries.

259. The representative of the United States of America drew attention to the report published by Dr. Bouquet in 1939, and recent scientific studies published in the United States, Israel and the United Kingdom, and to statements of WHO experts which demonstrated the necessity to maintain strict control over cannabis.

260. The representative of the USSR summarized toxicological data obtained from scientific investigations into the effects of cannabis on animals. Those inquiries confirmed the dangers of consuming cannabis and fully justified the position taken for many years by the Commission and reflected in the 1961 Convention.

261. The representative of the PCNB recalled that the Board in 1965 had also stated clearly its position as regards cannabis abuse: "Opposition to the control of cannabis runs counter to authoritative international, scientific opinion and to the recently confirmed policy of the society of states" and "To exempt cannabis from international control would undoubtedly be prejudicial to public health".⁷⁰ In 1967, the Board had reaffirmed that view.

⁷⁰ See E/OB/21, paras. 99 and 103.

262. The representative of ICPO/INTERPOL reported that that organization had adopted at its recent Annual Conference a strongly worded resolution concerning the need to combat the use of cannabis and recommending that countries take energetic and effective steps to impose penalties on persons trafficking in cannabis.

263. The representatives of the United States of America and of Canada drew attention to the continuing campaigns of publicity in favour of legalizing or tolerating the use of cannabis for non-medical purposes. The Commission noted that no scientific information had been adduced that would justify its considering any relaxation of control; on the contrary the spread of cannabis abuse to new areas, its association with other forms of drug abuse, particularly misuse of LSD, and new data now being obtained about the effects of the active principles made it even more necessary to maintain present restrictions.

264. The Commission decided unanimously to recommend the following draft resolution for adoption by the Economic and Social Council:

3 (XXII). The abuse of cannabis and the continuing need for strict control

The Commission on Narcotic Drugs,

Recommends the adoption of the following draft resolution by the Economic and Social Council:

[For this part of the text of resolution 3 (XXII) see chap. X, draft resolution C.]

CHAPTER V

OPIUM, CANNABIS, COCA LEAF AND SYNTHETIC NARCOTIC DRUGS ⁷¹

265. The Commission had before it a working paper by the Secretariat ⁷² with three addenda ⁷³ respectively covering the Poppy Straw Process for the Extraction of Morphine, the Problem of Illicit Cannabis (Hashish) Cultivation in Lebanon and the Sunflower Project for a Substitute Culture, and Comparative Dosage Values of Synthetic and Natural Narcotic Drugs.

The poppy straw process for the extraction of morphine

266. The Commission noted that this document was a sequel to the note on narcotic drugs and substances under international control — present features and possible trends ⁷⁴ submitted at the twenty-first session.

⁷¹ Agenda item 6; (see E/CN.7/SR.597, 600 and 611.)

⁷² E/CN.7/508.

⁷³ E/CN.7/508/Add.1/Rev.1; E/CN.7/508/Add.2; E/CN.7/508/Add.3.

⁷⁴ E/CN.7/497.

The Commission had then "concluded that it would be extremely useful if the Secretariat would pursue the line of enquiry that it had developed, and present a similar analytical study to the Commission at its next session. It might thus consider undertaking some comparative study of production and yield of morphine, for example, if necessary by making direct enquiries in countries which had the relevant experience".⁷⁵

267. The Commission expressed appreciation for the comprehensive and balanced account of the Secretariat's further study of the many complicated factors involved in morphine extraction from one raw material or the other. The presentation rightly did no more than bring these factors into play and assess them as objectively as possible. Any expression of preference for one method of obtaining morphine instead of another was essentially for decision by the producing countries concerned, in the light of a complex of political, economic, social and technical factors.

⁷⁵ See Report, twenty-first session, para. 290.

New developments

268. The Secretariat study also indicated the inherent difficulty of obtaining reliable enough data to permit a conclusive analysis. In that connexion several members of the Commission who had participated in the meeting of the United Nations Consultative Group on Opium Problems at New Delhi in October 1967, notably the representatives of France, Hungary, Turkey, Union of Soviet Socialist Republics, United States of America, and Yugoslavia, considered that the information brought to light in the discussions of the Consultative Group was directly relevant to the subject matter of the Secretariat study and urged that a report on the New Delhi Consultative Group meeting should be made available before the Commission concluded its discussion of that subject.

269. The representative of India pointed out that the conclusions and recommendations of the Consultative Group which had already been made available to the Commission showed that on that subject the Consultative Group had concluded that:

"...data on these complex questions were not conclusive and experience among the different countries concerned seemed to be at variance.

"In these circumstances the Consultative Group was unable to adopt agreed conclusions and recommendations with respect to this item of the agenda except that it wished that the Secretariat of the United Nations should keep this whole field under constant review."

He doubted if any useful purpose would be served by the Commission waiting for the New Delhi report to be available since it was unlikely that it would shed any further light on the subject. In general, he was of the opinion that the present line of inquiry could not usefully be pursued further; the Secretariat should be thanked for the technical work done but the matter should rest there.

270. The representatives of France and of the United States, among others, suggested that the Secretariat should be requested to continue its studies on that subject since research was going on, and it would be useful to have an analysis of technical information made available to the Commission as was done in the working paper now before it. The representative of the United States referred in particular to the data on research in the USSR on the opium poppy which had been described by the USSR participant at the meeting of the Consultative Group in New Delhi and which would be of great interest to the Commission.

271. The representative of India emphasized the great advantages of opium compared with poppy straw as raw material for obtaining morphine. According to his calculations from the data given in the paper, a hectare of poppy straw might yield 1.25 kg of morphine if the extraction rate was 100 per cent, but only 0.67 kg at the more realistic extraction rate of 50 per cent. As compared with this yield of morphine from

1 hectare of poppy straw, opium in his country gave a yield per hectare of 4.20 kg of morphine and codeine, which was six times the yield from poppy straw. It appeared to him that the poppy straw process, if used for satisfying the world's requirements for morphine, would require the area sown to the poppy to be increased some five to fifty times to obtain the same yield of morphine. Cultivation of poppy for poppy straw in place of opium would not reduce the illicit traffic but would have the contrary effect: a much larger area would have to be sown and the traffickers would be able clandestinely to lance some of the poppy grown for producing straw so that opium would continue to flow into the illicit traffic. The illicit traffic was not principally derived from the controlled cultivation of opium in authorized producing countries but obtained its supplies mainly from uncontrolled and illicit cultivation. It would be much more useful for the Commission to concentrate on the problem of illicit opium cultivation and assist the countries concerned in putting an end to it.

272. The representative of Turkey stressed that in his country more than 100,000 families depended upon opium production. The Government should carry out such studies and experimental work as might be necessary, according to a well-established plan and taking into account all possibilities before deciding on the manner of using the poppy.

273. The representative of France said that it was obviously the sovereign right of a country to produce and use the raw material that it considered most suited to its interests. The discussion as to the relative merits of poppy straw and opium as the source of morphine was certainly not intended to obscure that basic premise. There was, however, great advantage to be gained from assessing technical data when it was marshalled as rigorously as in the Secretariat study and he for one would like that work to continue. As regards the comparative acreages that would have to be sown for poppy straw or raw opium to obtain the same quantity of morphine, his own calculations differed from those made by the representative of India. The data obtained from participants at the meeting of the Consultative Group in New Delhi had seemed to lead to quite different results but since the full New Delhi report was not available, he did not feel that a detailed analysis of the question would be fruitful at the present session.

274. The representative of the USSR stated that the Ministries which controlled present opium poppy cultivation in limited zones of the country, had decided that from the point of view of security it would be preferable to prohibit opium production and to rely solely on poppy straw to obtain morphine and other essential alkaloids for medical and scientific purposes. Harvesting of poppy straw could be done mechanically; collection of opium could not. Use of the poppy straw process would eliminate risk of leakage of opium at the time of the opium harvest. Accordingly it had been decided to do away progressively with opium poppy cultivation and to replace it by cultivation of the seed poppy which would also give poppy straw for the extraction of morphine.

275. The representative of Hungary commended the Secretariat study and added that so far as Hungary was concerned the poppy straw process was excellent and was being applied.

276. The representative of Yugoslavia said that each producing country must decide its own policies in the matter. In his country opium production through direct incision of the capsules was being progressively reduced and would be gradually replaced by poppy straw for obtaining alkaloid. That decision had been taken in the light of economic conditions.

277. The representative of Japan considered that while the poppy straw process was technically feasible, it was more costly. Japan was a small producer of opium, but it saw no possibility of switching over to the extraction of poppy straw in the near future.

278. The representative of WHO informed the Commission that his organization was in the process of developing a reliable method for determining the morphine content of opium. A WHO consultant was working on the problem and it was hoped that a method being developed could be included in the International Pharmacopoeia, and thus obtain general acceptance.

279. The Commission asked the Secretary-General to make available the report on the Consultative Group on Opium Problems held in New Delhi. It took note of the Secretariat paper and agreed to consider the subject again at the twenty-third session, by which time the Secretariat paper could be revised in the light of the data presented at the Consultative Group meeting so as to include new information, but without disturbing the objective presentation of technical processes, choice of which was essentially for decision by each producing country concerned.

The replacement of cannabis cultivation in Lebanon

280. The Commission considered the sub-item, cannabis, with reference to the Government of Lebanon's project to replace cannabis cultivation by alternative crops, notably sunflower for seed.

281. It had before it a report prepared by the Secretariat which was based on information gathered by a member of the Division of Narcotic Drugs who had visited Lebanon with the agreement of the authorities.⁷⁶ The Commission expressed warm appreciation for the report and for the helpful study submitted by FAO.

282. The Commission noted that the problem of the cultivation of cannabis in Lebanon was well known to the international bodies which had followed with close interest the efforts of the Government of Lebanon to implement its law of 1946 prohibiting such cultivation. It had been raised frequently in the Commission, brought to the notice of the Economic and Social Council and made the subject of close consultation between the Government and two special missions, the 1959 Middle East Narcotics Survey Mission and the 1963 United Nations Middle East and North Africa Technical

Assistance Mission on Narcotics Control (Second Part) which had been to the region.⁷⁷

283. The United Nations Middle East and North Africa Technical Assistance Mission on Narcotics Control (Second Part), 1963, had referred *inter alia* to the illicit cannabis cultivation in the country, and its report was submitted to the Government of Lebanon. By *note verbale* dated 19 August 1966 from its Permanent Mission in Geneva addressed to the Office of the United Nations at Geneva, the Government of Lebanon had referred to that report and stated as follows:

"The Lebanese authorities attach the greatest importance to eradicating cannabis cultivation. Recently they established a Special Commission with the sole aim of encouraging the cultivation of useful plants to replace cannabis. The Special Commission that year began experiments to introduce sunflower cultivation, which succeeded and which encouraged the Special Commission to undertake this cultivation on a larger scale in the coming year. The Lebanese authorities are confident that in the near future sunflower cultivation — subsidized by the State — will entirely replace the cultivation of cannabis in view of the fact that the Government is ready to pay to the producers of sunflower seeds prices that are higher than those prevailing on the market. At the same time the Lebanese authorities are continuing by all possible means to fight the traffic in narcotic drugs on Lebanese territory."

284. The Secretary-General replied to that *note* on 29 August 1966 and requested supplementary information, enquiring also whether FAO had the opportunity of assisting the Government in any way in the sunflower project.

285. At the twenty-first session of the Commission, on 14 December 1966, the observer for Lebanon had delivered a statement which officially apprised the Commission of the beginning of the sunflower project.⁷⁸

286. Under the direction of H.E. the President of Lebanon, Mr. Charles Helou, the Council of Ministers on 21 March 1966 had determined to replace cannabis

⁷⁷ See, for example, Reports, seventeenth session (paras. 78 and 100), eighteenth session (paras. 141 and 142), nineteenth session (para. 107), twentieth session (para. 237) and twenty-first session (para. 137); the Report of the 1959 Middle East Narcotics Survey Mission (E/CN.7/382), the Report of the 1963 Middle East and North Africa Technical Assistance Mission on Narcotics Control (TAO/ME/2), and also the Report of the 1962 United Nations Middle East Technical Assistance Mission on Narcotics Control (TAO/ME/1); resolutions 689 I (XXVI), 770 C (XXX) and 914 B (XXXIV) of the Economic and Social Council; see also information on illicit traffic in cannabis as reported by the Government of Lebanon in its annual Reports on the working of the narcotics treaties sent to the United Nations: up to 1965 this information was reproduced in the series E/CN.7/R... (R.15 for information relating to 1964, R.14 for information relating to 1963, R.13 for information relating to 1962, etc.); in 1966 the information from the Government of Lebanon was summarized in document E/CN.7/495. For 1967 the chapter on illicit traffic from the annual report of the Government of Lebanon will be circulated in the series E/IT/1966...

⁷⁸ See Report, twenty-first session, para. 209.

⁷⁶ E/CN.7/508/Add.2.

cultivation by other crops. The National Commission set up for the purpose was specifically charged with the study of measures to ensure the planting of useful new crops and the marketing of the produce. Over-all executive authority for the sunflower project was vested in the Director of the Plan Vert ("Green Plan"), with policy control in the hands of a Commission consisting of the Director of the Plan Vert, the Director-General of Agriculture, the Director-General of the Security Forces and the Director of the Office du Blé (Wheat Department) of the Ministry of Agriculture.

287. On the basis of decisions taken by the Council of Ministers on 25 May 1966, the National Commission had accordingly decided to proceed with an experimental cultivation of sunflower, limiting the first trials to an area of 1,000 donoums⁷⁹ (250 acres or approximately 100 hectares) which could be closely surveyed by the technical experts of the Plan Vert through all stages of cultivation. It was part of Government policy to support that culture by the supply of seeds, fertilizers and insecticides, through the agency of the Plan Vert.

288. The Commission learned with great satisfaction that the Government of Lebanon had decided to introduce the production of sunflower for seed and other alternative crops in the cannabis-growing areas as part of a country-wide project (the Plan Vert) with re-afforestation, and general diversification of the rural economy. The Government of Lebanon had long maintained that it was not able to force its peasantry to cultivate crops other than the cannabis, with which they were familiar. The information now made available to the Commission showed how intensively the Government had been engaged in assaying alternative crops. It appeared that a new chapter was opening in the history of cannabis cultivation in Lebanon. That had obvious implications for narcotics control in the world as a whole, but more immediately in the region of the Middle East. Little, if any, Lebanese hashish left the eastern and south-eastern Mediterranean area, but the considerable illicit activity to which it gave rise in that area was bound to be affected by the new policy of the Lebanese Government, with corresponding repercussions upon the illicit traffic in other narcotic drugs in the area.

289. The Commission observed that 1,600 hectares had been planted with sunflower in 1967 whereas the total area under cannabis, which had to be replaced might be as large as 5,000 hectares. In broad terms, the requirement was for sunflower production in the coming two to three years to be doubled, tripled or even quadrupled; the land sowed with sunflower could not be identified hectare for hectare with the land that might be sown to cannabis, and for that reason it was possible that larger areas might need to be planted with sunflower and other substitute crops than the 5,000 hectares said to have been under cannabis.

290. There were difficult economic adjustments to be made in the transition from one crop to another and the problem of cushioning the losses of farmers

by means of the subsidies now being provided might be complicated if distortion of the illicit traffic in cannabis resulted in higher prices being offered for illegal supplies. Socio-economic studies had borne out that the average income of the peasant in the area was not more than US\$8 per month, which was much less than that of the country as a whole, and among the lowest *per capita* incomes in the Middle East. The cannabis farmer was already being subjected to a barrage of propaganda by the traffickers, who were trying to make out to him that the only product for which he had a sure market was hashish.

291. The observer for Lebanon emphasized that the Government subsidy to cultivators could not be continued indefinitely; unless the local utilization or sale of the sunflower seed or other alternative harvest was successfully organized by the installation of extraction plant or export arrangements, the programme would be weakened; and unless a determined effort was now made to enforce the prohibition of cannabis cultivation, the illicit price of cannabis would rise, and the sunflower project would be brought to naught by economic forces.

292. The observer for Lebanon informed the Commission that the Lebanese Government had already invested more than US\$200,000 in agricultural equipment and operations concerned with the replacement of cannabis by other crops. The land under substitute crops had risen from 100 hectares in 1966 to over 1,000 in 1967 and was expected to reach 3,000 hectares in 1968. He noted that the quality both of sunflower, which had an oil content of 45 per cent, and tobacco grown under the programme was excellent. In addition, more than US\$200,000 had been allocated to meet the difference between the price at which sunflower seed was purchased from the farmers and the price at which it was sold in the form of untreated sunflower seed. The financial burden accepted by the Government would be three times larger in 1968 than in 1967 and would continue to grow unless economic counter-measures were taken. The Government had recently passed an emergency law imposing a tax on edible oils, particularly to finance the crop substitution programme. This was a hard measure, and would subject the Government to further pressure to relax its efforts to put an end to cannabis cultivation.

293. The Government of Lebanon therefore appealed for international co-operation to assist it in its effort. Several countries, notably Canada, Romania, the USSR and the United States of America had expressed an interest but so far only France had responded in a positive way by making available the services of an expert in sunflower cultivation. One of the problems facing the Government was to sell the products obtained from the substitute crops. His Government hoped that the countries directly concerned with the cannabis problem would offer a guaranteed market for these products, in particular sunflower oil, tobacco, aromatic oils, pharmaceutical plants, etc.

294. The observer for Lebanon stated that the cultivation of cannabis in Lebanon could be totally eradicated within three years, provided his Government

⁷⁹ 1 donoum = 920 m².

could be supported in three ways; first, moral support from the Commission on Narcotic Drugs and recognition of the humanitarian interest that the countries of the world took in the Lebanese initiative, would arm his Government to defend the project that the President of the Republic had launched not in the name of economics but in the name of humanity; second, capital assistance not exceeding US\$200,000—300,000 in the form of equipment for processing the products of the substitute crops such as sunflower seed, aromatic oils, etc., and short-term technical assistance to put the equipment into operation; third, three to four year purchase agreements with Lebanon for the products obtained from the substitute crops, principally sunflower seed oil and tobacco, at prices sufficient to cover the Government's investment. If such agreements could be reached to cover the different kinds of agricultural production from an area not exceeding 5,000 hectares, he was confident that it would soon become possible to talk no more of cannabis in Lebanon.

295. The representative of FAO said that that organization had been happy to co-operate with the Division of Narcotic Drugs in its study of crop substitution in the Lebanon, and was always prepared to assist when necessary. The replacement of cannabis by other crops was not an easy problem. The soils on which cannabis had been cultivated were of marginal quality, the climatic conditions of the growing area were harsh and accordingly the possibilities of finding adequate profitable substitutes were not simple. The best course appeared to be to diversify the cultures as much as possible and he had been glad to note from the statement of the observer for Lebanon that the Government was considering other crops besides sunflower in that connexion. There was a danger that clandestine cannabis cultivation might move to other parts of the country when substitutes for it were introduced in the present growing regions. He was fully in accord with the position taken in the Secretariat study that, if cannabis cultivation was to be truly eradicated, the Government should not lose sight of the need to use suppression to the extent possible, simultaneously with crop substitution.

296. The representative of the Permanent Anti-Narcotics Bureau of the LAS welcomed the Government of Lebanon's policy finally to put an end to cannabis cultivation. He would discuss with the Arab Governments the question of purchase agreements for importing surplus Lebanese tobacco, if the Government of Lebanon undertook to suppress and destroy all cultivation of cannabis.

297. Members of the Commission unanimously expressed support for the Lebanese project. While the matter of material assistance and sales agreements was one for bilateral negotiation, they had no hesitation in expressing the Commission's moral support to the Government of Lebanon in the sincere and determined effort it was now intent on making to eradicate cannabis cultivation.

298. The representative of Iran recalled that it was only twelve years since his Government had suppressed opium poppy cultivation in the country and he was

happy to note that the subsequent reorientation of the rural economy, which had depended upon opium in the past, had been successfully completed without particular hardship or problems. He hoped that the Government of Lebanon would be equally successful in putting an end to cannabis cultivation.

299. The representatives of France, the United Arab Republic and Yugoslavia proposed a draft resolution for adoption by the Economic and Social Council⁸⁰ on the replacement of cannabis cultivation in Lebanon. The Commission unanimously decided to recommend to the Council the adoption of that draft resolution, as follows:

4 (XXII). Replacement of cannabis cultivation in Lebanon

The Commission on Narcotic Drugs

Recommends the adoption of the following draft resolution by the Economic and Social Council:

[For this part of the text of resolution 4 (XXII) see chap. X, draft resolution D.]

Coca leaf

300. The Commission heard a statement by the representative of Peru on the coca leaf question.⁸¹ In Peru, about 10 per cent of the population chewed coca leaf and lived under very poor and unfavourable social and economic conditions. Peru was a Party to the Single Convention and the Government was taking steps to fulfil its obligations under that instrument. No new licences for the cultivation of coca leaf had been issued, so that at present the area under cultivation remained at 16,000 hectares. A vigorous educational campaign had been promoted and public health teachers were working throughout the country to combat the coca leaf chewing habit. Under a project sponsored by the Permanent Advisory Commission on Narcotic Drugs of Peru and carried out by the Agronomic Department of the University of Tingo Maria six agronomists were studying the question of crops which could replace the coca bush cultivation. Land reform measures now being put into effect in Peru prohibited the growing of coca leaf on land which was given to the peasants. A project carried out in collaboration with the United States of America for the production of fish meal for human consumption would increase the protein content in the diet of the people most affected by the coca leaf chewing habit.

301. The representative of Peru recalled Council resolution 1105 (XL) dealing with the question of coca leaf in which the United Nations and the specialized agencies concerned (WHO, FAO, ILO, UNESCO and UNICEF) were asked to give assistance for the purpose of combating the habit of coca leaf chewing and for the replacement of the coca bush. His Government considered that the time had come to launch a programme to this end.

⁸⁰ E/CN.7/L.291.

⁸¹ E/CN.7/SR.600.

It also considered that the permanent presence of an outpost officer of the Division of Narcotic Drugs would be essential in elaborating such a programme and forming the link between the Permanent Advisory Commission on Narcotic Drugs of Peru and the international agencies who should participate in this programme as it was implemented.

302. The representative of Mexico referred to the economic, social and educational factors involved in the complex problem of coca leaf chewing and which could not be solved rapidly. He referred to the Consultative Group on Coca Leaf Problems and the Inter-American Consultative Group on Coca Leaf Problems, both sponsored by the United Nations, which had met in Lima in 1962 and 1964 respectively to discuss that problem and urged that the Commission should give its moral support to the Government of Peru which was making great efforts to solve the problem. The Mexican Government considered that the presence of an outpost officer of the Division of Narcotic Drugs in Lima, as in the past, would be useful.

303. The representative of WHO mentioned the relationship between malnutrition and coca chewing. It had been observed, for instance, that when coca chewers changed their environment and received an appropriate and balanced diet, they gave up the habit. It seemed feasible that the World Food Programme, in which WHO participated, could help in clarifying the nutritional factors in the causation of coca leaf chewing. Experiments had been carried out in Argentina with the help of WHO to determine the relationship between the habitual chewing of coca and deterioration of mental faculties. That work had been described in an article "Psychological deficit in chewers of coca leaf", by J. C. Negrete and H. B. M. Murphy.⁸²

304. The Commission expressed regret that the Government of Bolivia had been unable to accept the invitation of the Commission to send an observer, as it was felt that first-hand information on the coca leaf situation in that country would have been useful to its members. In 1964 and 1966 Bolivia had been visited by missions sent by the PCNB. Agreements had been reached between the Government of Bolivia and those missions to control coca-leaf production and to take measures for the eradication of coca chewing. No new developments had since been reported.

305. The Commission thanked the representative of Peru for the interesting information he had given and assured the Government of Peru that it would continue to have the full moral support of the Commission in its efforts to solve the problem of coca leaf chewing.

Consumption of narcotic drugs

306. The Commission studied the document on supplementary information on synthetic narcotic drugs⁸³ prepared by the Secretary-General on the lines of similar documents submitted in previous years.⁸⁴ The documents give information on world consumption of narcotic drugs, expressed in average therapeutic doses per thousand inhabitants and classified according to their use and nature, from 1948 to 1965 inclusive, and also on the consumption in fifty-four different countries during the five-year period 1961 to 1964.

307. The Commission noted the wide variations in levels of consumption of specific narcotic drugs. As observed at the twenty-first session of the Commission on Narcotic Drugs, the natural narcotic drugs represented 90 per cent of the total consumption; the synthetic narcotic drugs only represented the remaining 10 per cent.⁸⁵ The representative of WHO stressed that the therapeutic dosages on which the tables were based were approximate and took no account of dose ranges required for particular forms of medical treatment.

308. The Commission decided that a document on supplementary information should continue to be prepared and invited the Secretary-General to arrange for future versions of it to include a tabular comparison of national consumption of narcotic drugs in order of magnitude.

309. The Commission further noted that in the document under consideration the consumption figures included drugs used in the manufacture of preparations for which export authorizations were not required, or exempted preparations, which in many countries were intended for export and, in consequence, the consumption was inflated. Under the Single Convention of 1961, Contracting Parties were bound to report all quantities of narcotic drugs consumed and also the quantities used for the manufacture of Schedule III preparations, those for which import permits were not required or exempted preparations. As the PCNB had begun to apply that provision, and the relevant information had been requested since 1966, the Commission expressed the wish that the future editions of the document should show the total quantity of narcotic drugs consumed as well as the total quantity used for the manufacture of exempted preparations.

310. The Commission thanked WHO and the PCNB for their assistance in the preparation of the document.

311. The Commission took note of the document on supplementary information on narcotic drugs.

⁸³ E/CN.7/508/Add.3. (See also E/CN.7/SR.600.)

⁸⁴ E/CN.7/319, E/CN.7/339, E/CN.7/361, E/CN.7/385, E/CN.7/401, E/CN.7/421 and E/CN.7/445.

⁸⁵ See Report, twenty-first session, para. 268.

⁸² *Bulletin on Narcotics*, vol. XIX, No. 4, October-December 1967.

QUESTIONS RELATING TO THE CONTROL OF SUBSTANCES NOT UNDER INTERNATIONAL CONTROL (AMPHETAMINES, BARBITURATES, HALLUCINOGENS, TRANQUILLIZERS) ⁸⁶

Introduction

312. The Commission noted with satisfaction that since its twenty-first session the Economic and Social Council had adopted a resolution recommended by it for control measures on LSD and similar substances, and that the Twentieth World Health Assembly shortly thereafter had adopted resolution WHA.20.42 also endorsing strict controls for LSD and related substances. Council resolution 1197 (XLII) on LSD, had been brought to the attention of governments by the Secretary-General, and twenty-two governments had replied that they had taken control measures in respect of LSD.

313. It further noted that the Twentieth World Health Assembly had also adopted resolution WHA.20.43, which recommended control measures for drugs of the sedative and stimulant type not yet under international control which were dependence-producing and the subject of increasing abuse. The Commission observed that that resolution of the World Health Assembly endorsed the original five principles of national control proposed by the Expert Committee on Dependence-Producing Drugs which had themselves been accepted by the Commission at its twenty-first session ⁸⁷ thus reflecting the wide consensus that had come to exist as regards the danger to public health represented by certain of those substances and the necessity for appropriate controls over their availability and use.

314. The Commission noted that the Secretary-General, in response to its request at the twenty-first session, ⁸⁸ had prepared for its further discussion a study on legal, administrative and other questions involved in extending controls over these substances. ⁸⁹ This report had been prepared in consultation with the PCNB and WHO. The PCNB itself had also prepared a special study on that subject for which the Commission expressed appreciation. The study by the Secretary-General contained a list of control measures, thirty-eight in number, for consideration by the Commission on their suitability to give effect to the principles of control previously agreed.

315. The Commission began its study by recalling the development of international interest in the control of the four groups of substances under consideration. The amphetamines had been discussed at the Commission's tenth session in 1955. The problem of the barbiturates and tranquillizers had been raised at the twelfth session of the Commission in 1957. The question of LSD had first been raised in the Commission at its eighteenth session in 1963 and again referred to at the nineteenth session in 1964.

316. In the case of amphetamines, barbiturates and tranquillizers, the Commission's discussion followed opinions formulated by the WHO Expert Committee on Dependence-Producing Drugs. In the case of the hallucinogens, in particular LSD, the Expert Committee had discussed the problem in November 1963 after the Commission had heard a statement on the subject at its annual session that year.

317. The Commission had at its earlier discussions adopted resolutions, in line with the WHO Expert Committee's views, on the subject of amphetamines, barbiturates and tranquillizers. As regards hallucinogenic agents, in particular LSD, the Expert Committee in its thirteenth report ⁹⁰ had considered the problem of their abuse "a local one" and had expressed the opinion that "immediate measures with respect to distribution and availability are necessary". It had found that the abuse of other agents with related effects such as mescaline appeared to be "less wide-spread . . . but a watch should be kept and corrective measures taken where necessary". In its fourteenth report ⁹¹ the WHO Expert Committee referred to a paper in the WHO Bulletin which gave an expanded description of drug dependence of various types, including drug dependence of hallucinogen (LSD) type. ⁹²

Measures relating to stimulants and depressants, recommended by the WHO Expert Committee on Dependence-Producing Drugs

318. The WHO Expert Committee on Dependence-Producing Drugs in its fourteenth report recommended the following six measures of control over stimulants and depressants "not classified internationally as narcotic drugs":

- (1) availability on medical prescription only;
- (2) full accounting of all transactions from production to retail distribution;
- (3) licensing of all producers;
- (4) limitation of trade to authorized persons;
- (5) prohibition of non-authorized possession; and
- (6) establishment of an import-export authorization system.

319. In December 1965 the Commission at its twentieth session established a special Committee to consider the question of control over substances not under international control "such as barbiturates, tranquillizers and amphetamines". ⁹³

⁸⁶ Agenda item 7; (see E/CN.7/SR.593-595, 608-610 and 613).

⁸⁷ See *Wld. Hlth. Org. techn. Rep. Ser.* 1965, 312, 9 (Section 7); Report, twenty-first session, para. 296 and annex II, para. 20.

⁸⁸ See Report, twenty-first session, para. 297.

⁸⁹ E/CN.7/509 and Corr.1.

⁹⁰ *Wld. Hlth. tech. Rep. Ser.*, 1964, 273.

⁹¹ *Wld. Hlth. tech. Rep. Ser.*, 1965, 312.

⁹² Eddy, N.B., Halbach, H., Isbell, H., and Seevers, M.A. (1965), *Bulletin of the World Health Organization*, 32, 721.

⁹³ See Report, twentieth session, para. 373.

Study by the special Committee: the LSD problem

320. In the following twelve months, international alarm brought the problem of abuse of hallucinogens (especially LSD) in North America and Europe to the forefront of international attention. When the Committee convened in August 1966, it singled out LSD "as presenting the most acute problem and showing signs of such spread as to demand immediate action ...".⁹⁴ As regards "substances which act as stimulants or depressants to the central nervous system, whether they are specifically referred to as amphetamines, barbiturates or 'tranquillizers'", the special Committee concluded that:

"In general, the consensus of expert opinion is that abuse of these drugs is a major problem of public health that is growing steadily more serious and will continue to do so as new stimulant and sedative substances are developed. Abuse carries with it a clear threat of serious and growing damage to society with all the consequential cost of remedial action; a particular danger, because of its 'epidemic' potential to countries unprepared to meet it; and a more general risk that it may enlarge and intensify the more severe forms of drug abuse where these are established."⁹⁵

It further stated that the decisive step would be to ensure that "Governments took the minimum measures it had recommended" and that "the establishment of a measure of international control, with the minimum of delay, was desirable."⁹⁶ At its twenty-first session, the Commission had unanimously endorsed the Committee's report, and had requested the Secretary-General in consultation with WHO and PCNB, to "undertake as a matter of urgency a detailed study of the legal, administrative and other questions involved in initiating international action, inviting WHO and PCNB to participate as appropriate".⁹⁷

321. What was the meaning to be given to the words "international control" in the present context? The Commission considered that if national measures were applied in one country and not in another, the control system of the first country could be nullified by the movement of drugs into its territory from the country where there was no control. Matching import and export controls could reduce that danger, but a common measure of other controls would do so much more effectively. It was for the common benefit therefore that governments should agree by some form of international accord to apply the minimum measures of national controls that were deemed essential. There might be advantage also in entrusting responsibility for supervision of such an accord and of international trade in the controlled substances to an existing or new international organ.

322. The documents before the Commission thoroughly analysed the problems facing the international community in formulating an international instrument for those purposes.

⁹⁴ See Report, twenty-first session, annex II, para. 14.

⁹⁵ *Ibid.*, annex II, para. 16.

⁹⁶ *Ibid.*, annex II, para. 25.

⁹⁷ *Ibid.*, paras. 294 and 297. (See also E/CN.7/SR.583.)

Report by a working group

323. In view of the complexity of the subject, the Commission invited a working group under the chairmanship of the representative of France, Dr. J. Mabileau, and composed of the representatives of Canada, France, Ghana, India, Japan, Mexico, United Kingdom, United States of America and the Union of Soviet Socialist Republics to consider the matter and make suggestions for further action on the part of the Commission. The working group was assisted by the observer for Sweden and the representatives of PCNB and of WHO. The report of the working group⁹⁸ served to focus the Commission's consideration of the problem.

324. The Commission gave particular attention to:

- (a) encouragement of national controls;
- (b) development of measures for international control;
- (c) further restrictions on LSD and similar hallucinogenic substances;
- (d) collection of information from governments;
- (e) the question whether necessary further action should be taken under the Single Convention or by means of a new treaty.

National controls

325. The Commission unanimously decided that, in order to discourage the sudden epidemic spread of abuse of some psychotropic drugs, with consequent risk to other countries, national governments should be further encouraged to establish as soon as possible minimum controls on the lines proposed by WHO and endorsed by the Commission at its last session. With this in view it decided unanimously to recommend the following draft resolution for adoption by the Economic and Social Council:

5 (XXII). National legislative measures for the control of psychotropic substances not under international control

The Commission on Narcotic Drugs

Recommends the adoption of the following draft resolution by the Economic and Social Council:

[For this part of the text of resolution 5 (XXII), see chap. X, draft resolution E.]

326. The Commission noted that the above resolution in effect recapitulated the first five principles of control proposed by the WHO Expert Committee in 1965. The second principle in the original had called for "full accounting of all transactions from production to retail distribution". The note by the Secretary-General had drawn the Commission's attention to the fact that the Twentieth World Health Assembly in resolution WHA.20.43 had adopted the word "supervision" in place of the words "full accounting".⁹⁹ The Com-

⁹⁸ E/CN.7/L.298.

⁹⁹ See E/CN.7/509, para. 15.

mission recognized that the original wording had been endorsed by it when it had unanimously endorsed the report of the Committee on substances not under international control. The representatives of the United Kingdom and of the United States suggested that the Commission should adopt the term already adopted by the World Health Assembly, since it would not be practicable to implement the concept of "full accounting of all transactions from production to retail distribution" in all areas. The Commission accepted that view, but agreed that in adopting the word "supervision", it should be made clear to governments that the Commission was strongly in favour of full accounting as the most effective form of supervision which should be applied to the extent that governments found it practicable.

327. The fifth principle of the WHO Expert Committee included in the resolution had the words "for distribution" added to it at the end so that the control provision now read: "prohibition of non-authorized possession for distribution." The 1966 Committee which had gone into the matter had recommended¹⁰⁰ that a distinction should be made between simple possession without authorization (for example, by addicts) and non-authorized possession for distribution (for example, by illicit traffickers). The Commission had accepted that view in unanimously endorsing the report of the Committee, and it therefore now included that amended provision in resolution 5 (XXIII).

328. A statement by the Director of the Division of Narcotic Drugs, giving an opinion by the Office of Legal Affairs on psychotropic substances not under international control, was communicated to the Commission and is reproduced in annex II to this report.

329. The Commission considered that the treaties earlier than the Single Convention, in particular the 1948 Protocol and the 1925 Convention, were not relevant since they would lapse as between Parties to the Single Convention. It also agreed with the view expressed in the study by the Secretary-General¹⁰¹ that the provisions of the Constitution of WHO were not applicable either.

Development of measures for international control

330. The representatives of Ghana, India and the USSR held that the Single Convention as a ready and existing instrument was capable of being used for the control of psychotropic substances. They could not see any legal difficulty in the way. Article 3 of the Single Convention, as it stood, offered a means of imposing control straight away on certain substances, e.g., amphetamines and LSD, which could be included in Schedule I and in Schedules I and IV respectively, and made subject to the relevant provisions of the present international control machinery. As for other substances, belonging to the groups of barbiturates and tranquillizers, it was felt that where a different régime of international

controls was found necessary, it could be obtained through an amendment as provided under article 47, adding one or two Schedules, if necessary. The rationale underlying that approach was the saving of time in bringing under control those substances which most urgently required it, as well as the avoidance of multiplicity of international agreements which might happen if a new international treaty was proposed each time new and dangerous substances needing control came into existence through the advance of science.

331. The observer for Sweden made known the view of his Government that the problem of the abuse of amphetamines was so serious as to require priority. He felt that control over the amphetamines should be applied immediately under the terms of article 3 of the Single Convention with the purpose of having these substances included in Schedule I. As regards the other psychotropic substances in question, he shared the view that a specific treaty instrument should be devised.

332. The representatives of Canada, France, Japan, Mexico, United Kingdom and United States of America considered that for legal and practical reasons article 3 of the Single Convention was not suitable to provide the necessary control for all psychotropic substances, and should therefore not be used, whether or not any legal basis could be found. The range of individual substances was so much wider than in the case of narcotics and their pharmacological action was so varied, that the Convention procedures for notification and identification in the Schedules would be cumbersome and impracticable. It was clear that a more varied range of controls would be needed and that would necessarily involve a considerable elaboration of the existing provisions of the Convention to allow for the flexibility of control required. If amendment of the Convention by means of article 47 were pursued, the end result would be a treaty within a treaty. That would make it difficult for some Parties to accept the amended Convention and for other governments to become Parties to it. Moreover, action under article 47 could be frustrated by objections by a single Party, and since unanimity about the form of amendment was unlikely, the most likely result of resorting to article 47 would be to waste time and effort.

333. The representative of WHO stated that if a Party to the Convention were to act under article 3 and draw the attention of WHO to the need for control of a particular psychotropic substance under the Convention, the organization would attempt to make an objective assessment of its abuse liability.

LSD

334. The Commission discussed the feasibility of using article 3 of the Single Convention for purposes of imposing immediate control over LSD and other hallucinogenic substances having similar ill effects. There was unanimous agreement that governments should be strongly urged to impose the strictest control

¹⁰⁰ See Report, twenty-first session, annex II, para. 20(e).

¹⁰¹ See E/CN.7/509, paras 58-62.

as a matter of urgency. The Commission was divided, however, in its view of the wisdom of using the Single Convention. The representatives of Ghana, India and the USSR felt that it would be highly advantageous if, as a preliminary step, LSD and similar substances could be included in Schedules I and IV since they were at least as dangerous as heroin. The majority of members, however, considered that that would not achieve the desired objective, because under the provisions of article 2(5)(b) a Party would have discretion whether to apply more severe restrictions than requested for substances in Schedule I. The result might be either that national controls were too severe or too lenient. Accordingly, they felt that it would be preferable for the Commission to recommend a draft resolution for adoption by the Economic and Social Council which would reinforce resolution 1197 (XLII) of the Council and WHA.20.42 adopted by the World Health Assembly and which would draw attention to the desirability of strict controls over precursor and intermediate substances capable of being used in the illicit manufacture of LSD and similar hallucinogenic substances.

335. The representatives of Ghana, India and the USSR said that they did not wish to oppose the suggestion for a draft resolution, but remained of the opinion that the feasibility of using the Single Convention for immediate action should be further explored. The Commission took note of their position and agreed unanimously to recommend for adoption by the Economic and Social Council the following draft resolution submitted by the Working Group:¹⁰²

**6 (XXII). Urgent control measures for LSD
and similar hallucinogenic substances**

The Commission on Narcotic Drugs

Recommends the adoption of the following draft resolution by the Economic and Social Council:

[For this part of the text of resolution 6 (XXII), see chap. X, draft resolution F.]

Collection of information

336. The Commission was unanimous in concluding that the time had come to invite governments to provide all relevant information, as suggested by the Commission at its twenty-first session and by the PCNB in its recent report. It considered it was highly desirable that any questionnaire should seek information about the extent of national legislation already in force or contemplated; the extent to which governments would find international measures a reinforcement for their own; an indication of the technical and administrative difficulties which might have been experienced by governments in imposing controls over a varied range of substances; and the extent of international control they considered feasible or desirable. The Commission recommended that governments should be invited to comment upon the specific measures suggested in

paragraph 136 of the Secretary-General's study as regards their practical value for national controls. Governments should also be asked whether the 1961 Convention as at present constituted or as it might be amended under article 47 would suffice, or whether they considered a new international instrument was required. For this purpose, governments should be given both an account of the steps leading up to that approach, and an explanation of the alternative procedures for international action. The Commission invited the Director of the Division to determine the actual content of the questionnaire, in consultation, as necessary, with the INCB and WHO; and to send it to governments as soon as possible, so that a summary of the information and views received could be communicated to members of the Commission in ample time for discussion at the twenty-third session.

Identification of substances to be controlled

337. The Commission observed that the heterogeneity of the four groups of substances would need to be reflected in the control régimes to be evolved. The study by the Secretary-General referred to heterogeneity as between the groups of substances; in addition it was becoming clear that certain substances while falling in any one of these groups owing to their chemical nature, yet were closer to substances in another group by virtue of their pharmacological action or the type of abuse to which they were subjected. The substance STP, for example, while chemically of the amphetamine type had hallucinogenic effects, and was also subject to a type of abuse which made it more assimilable to the control provisions to be applied, for instance, to LSD. Furthermore, there was the fact that not all the substances known in any of the four groups were equally dangerous, while some of them were either not dangerous at all, or not subject to abuse. The last applied, for example, to many "tranquillizers". It seemed therefore to the Commission that the precise substances to which controls were to be applied, with due allowance for flexibility in that respect, would need to be determined individually. A treaty instrument could not merely mention the four groups of substances: the separate identifiable constituents in each group which were stimulant or sedative of the central nervous system, or hallucinogenic, which were dependence-producing and which were subject to abuse, would have to be mentioned as recognized to have all three qualities.¹⁰³ That selection of the substances to be controlled was pre-eminently the responsibility of WHO.

338. The Commission appreciated that in response to its request at the twenty-first session¹⁰⁴ the Director-General of WHO had confirmed to the Secretary-General by *note verbale* dated 12 April 1967 that WHO was "prepared to evaluate for the purpose of certain control

¹⁰² E/CN.7/L.300.

¹⁰³ For the broad criteria for application of controls, see E/CN.7/509, para. 50 and Report, twenty-first session, annex II, para. 19.

¹⁰⁴ See Report, twenty-first session, para. 295.

measures the risks to public health presented by the abuse of psychotropic drugs.”

339. The Commission learned with satisfaction that the WHO Expert Committee on Dependence-Producing Drugs intended to give comprehensive study to the whole subject at its next meeting in October 1968, and expressed the hope that that would lead to an expert assessment of those particular substances which WHO would advise for incorporation in the treaty action contemplated.

340. The Commission was concerned that more general preparation of the international instrument should not be delayed pending the results of the enquiry to be addressed to governments. Accordingly, it invited the Secretary-General to arrange for his technical advisers to begin without delay the formulation of the operative part of a draft international instrument, based principally on the suggested controls set out in paragraph 136 of the study on legal, administrative and other questions. Preparation of a document containing such provisions would help to give the Commission at its twenty-third session an indication of the type of document that might eventually be submitted to a conference. At that session, the Commission would then be able to comment on the general lines of the document in the light of information obtained from the questionnaire.

341. The Commission agreed that it should give the highest priority at its twenty-third session to the question of the control of psychotropic substances.

The use of psychotropic substances and accidents

342. The representative of France recalled that the Commission had considered the effect of the use of psychotropic substances, (including those not under international control, as well as cannabis and other narcotic drugs also) on road accidents and accidents in industry.¹⁰⁵ He recalled that the Secretariat had

¹⁰⁵ See reports, eighteenth session, para. 265; nineteenth session, paras. 133-134; twentieth session, para. 377-389.

prepared a study on that point¹⁰⁶ and WHO had also contributed a paper on medical aspects.¹⁰⁷ Since then the problem had been receiving increasing attention: the WHO had just convened a special meeting to consider the public health factors in road safety, and the *Congrès mondial de la médecine routière* which had met in 1967 had adopted a resolution on the subject. He hoped the Secretariat would try to assemble further information, perhaps by contacting the international organizations which were interested in the subject, and the Commission might discuss the problem at a forthcoming session. The representative of the United Kingdom, United States and the USSR supported this suggestion.

343. The Commission observed that the list of control measures in chapter VIII of the Secretary-General's study on legal, administrative and other questions included the following control provision for the psychotropic substances, which was relevant to the matter under discussion:

- “(6) The retail packaging of depressant and stimulant drugs should carry a general warning against ill effects from prolonged use, and of danger in undertaking operations involving machines or vehicles while under the effect of stimulant or depressant substances. This warning should be printed in the language of the consuming country.”

There was no doubt about the seriousness of the problem of road accidents. Though the quantitative relation between accidents and the use of drugs of any kind could not be clearly established, the general presumption, that those substances should not be used without medical supervision during the operation of motor vehicles, aircraft or any form of heavy machinery, was correct. While the problem was not central to the Commission's responsibilities, it was sufficiently relevant for the Commission to try to contribute to finding a solution so far as it could.

¹⁰⁶ E/CN.7/481 and Corr.1.

¹⁰⁷ MNAR/13/65; WHO/PT/128/65.

CHAPTER VII

TECHNICAL CO-OPERATION IN NARCOTICS CONTROL ¹⁰⁸

344. For its consideration of this item of the agenda, the Commission had before it the report of the Secretary-General.¹⁰⁹ This showed that within the regular programme the nine Category I training fellowships awarded for 1966 had been taken up but that, owing to the absence of financial savings, the Office of Technical Co-operation in New York had been unable to award four provisional awards in Category II. The completed

training fellowships for the year comprised seven awards in narcotics law enforcement to Iran (two awards), Ivory Coast, Philippines, Senegal, Sudan and Syria, and two awards to Thailand and Spain for the purpose of studying, in the United Nations Laboratory at Geneva, techniques for determining the nature and origin of narcotics seized in the illicit traffic. Arrangements were being made for the awards in Category II to be undertaken at a later date. The Commission had already been given an account of the seminar at Teheran for law enforcement officers and the study tour in South

¹⁰⁸ Agenda item 8. (See E/CN.7/SR.600-602, 606, 607 and 611.)

¹⁰⁹ E/CN.7/510.

America. Resident advisory services to the Government of Iran in general narcotics administration and intelligence were maintained in 1966, as well as an advisory post on drug addict rehabilitation administered on behalf of the United Nations by WHO.

345. In 1967, the Commission was informed, the full programme of thirteen fellowships in Category I was being implemented while seven provisional awards in Category II had to await the availability of savings. Of the thirteen awards in Category I, twelve had been provided under the regular programme of technical co-operation and one by UNDP (Technical Assistance component). Of the seven awards in Category II six had been under the regular programme and one under UNDP.

346. Other activities in 1967 comprised the hill tribes survey in Thailand, already reported to the Commission at its twenty-first session, a seminar in Addis Ababa and a consultative group meeting in New Delhi on opium problems, as well as advisory services to Iran and the continued outposting of an officer from the Division of Narcotic Drugs to Bangkok.

347. The United Nations' mission to Thailand was in response to a request from the Government, endorsed by the Economic and Social Council, in its resolution 1025 C (XXXVII) of 11 August 1964, for a survey to be undertaken of the economic and social needs of the opium-producing areas with a view to facilitating the abolition of the cultivation and use of opium. The mission comprised three experts, namely, a social anthropologist, agricultural economist and a specialist in opium problems in the Far East, and the outposted officer from the Division as adviser, supported by the outposted officer designate and a consultant from the Social Affairs Division of ECAFE. The team commenced work in Bangkok on 4 January and was two months in the field, the greater part of its time being spent with the tribal people who number approximately 300,000 and live on high ridges and plateaux at an altitude of 1,000 to 1,500 metres in the border regions to the north. The team was anxious to determine the types of high-yielding and high-priced crops which would be a suitable substitute for opium poppy cultivation, and the occupations in agriculture and related industries which would be sufficiently attractive to wean the tribes from a livelihood largely dependent upon opium production. There were several meetings with the Thai Government authorities and the fullest assistance was given by the various Ministries. The team was able to draw on the findings of a survey completed by the Government of Thailand in 1965/1966 and a survey¹¹⁰ made by the Public Welfare Department in 1961/1962 with United Nations collaboration.

348. The observer for Thailand expressed his Government's appreciation of the help of the United Nations in sending the mission to his country and said that its excellent report, which he was making available to the members of the Commission, would form the basis of future plans for solving a long-standing problem which, by its very nature, was of international concern. He commended all who had participated in the survey

and felt sure that once the necessary legislative measures had been taken to enable the recommendations in the report to be implemented, real progress would be made. His Government was particularly hopeful that such replacement crops for opium poppy as grains, vegetable oil seeds, tea, pyrethrum, tobacco and fruit could be developed extensively following research, and that there was a future for a wood-pulping industry. His Government's aim, he said, was to eliminate a zonal problem which had exercised the attention of the Commission for many years. The report recommended stricter enforcement measures by the Government, steps towards the suppression of opium poppy cultivation, closer co-operation with neighbouring countries and facilities for the treatment of addiction among the hill tribes. It also proposed a single agency or department which would take charge of the main development work and specify the various forms of technical assistance which the Government might wish to use. His Government would welcome support from friendly countries, the United Nations and other international bodies.

349. The seminar for narcotics law enforcement officers in East Africa was held at the headquarters of the Economic Commission for Africa, Addis Ababa from 4 to 12 April 1967, and was attended by senior public health, police and customs officers from Burundi, Ethiopia, Kenya, Lesotho, the Malagasy Republic, Somalia, Sudan, Tanzania, Uganda and Zambia. Consultants were provided by the United States' Bureau of Narcotics, the National ICPO/INTERPOL Bureau of Nigeria and Ethiopia and the Malagasy Government's Department of Pharmacology. The Division of Narcotic Drugs was represented by the officer-in-charge, who officiated as seminar director, and by two staff members. As in previous operations of this kind, agenda items covered a wide range of subjects: the drug problem in the world and in the region; narcotics and other dangerous drugs, their nature and action; drug dependence and its detection; national and international control of narcotic drugs; the illicit traffic in narcotics, its incidence, sources of supply and preventive measures; the role of ICPO/INTERPOL in illicit drug traffic suppression; national and international programmes for the training of narcotics law enforcement officers; the use of technical co-operation in narcotics control; case studies of individual traffickers and addicts. Before dispersing the seminar drew up its conclusions and recommendations which had been incorporated in its report of proceedings.

350. The meeting of the Consultative Group on Opium Problems, held in New Delhi from 9 to 21 October 1967, was attended by the majority of the members of ECAFE and by representatives of those governments which had a special interest in the subject matter to be discussed. Participants came from Afghanistan, Australia, Burma, Ceylon, France, Hungary, India, Indonesia, Iran, Japan, Korea (Republic of), Laos, Malaysia, Nepal, Netherlands, Pakistan, Philippines, Singapore, Thailand, Turkey, USSR, the United States of America, Viet-Nam (Republic of) and Yugoslavia. In addition experts attended from Canada, WHO, ICPO/INTERPOL and PCNB, while the Division of

¹¹⁰ E/CN.7/450.

Narcotic Drugs was represented by its director and two staff members. The following items were discussed: the opium poppy, its cultivation and harvesting; opium and its processing; other products of the opium poppy; national control measures in respect of licit opium production; the internal control of opium; international legal problems related to opium; illicit trafficking in opium and products obtained therefrom; opium consumption; and technical co-operation. The Commission was informed that the consultative group's report would be forwarded to participating governments in due course.

351. Other activities in 1967 included the continuation of advisory services to Iran in the fields of general administration and drug addict rehabilitation, as well as the outposting of a staff member of the Division of Narcotic Drugs to Bangkok with regional responsibility for liaison and consultation with governments in regard to their narcotics control measures.

352. As in previous years, the financial appropriation for projects in the narcotics field under the regular programme of technical assistance remained at \$75,000. This was part of \$6.4 million voted under the annual budget of the United Nations for all technical assistance programmes for economic development, social development, public administration and human rights. An additional source of funds was UNDP, the former Expanded Programme of Technical Assistance, which was financed by voluntary contributions from governments. Under the Technical Assistance component of this biennial programme, grants were made by its Governing Council for projects in the narcotics field provided they were given sufficient priority by a requesting government. In this context \$48,254 had been set aside for 1967 to finance the hill tribes survey in Thailand, advisory services in general administration and addict rehabilitation in Iran and a training fellowship to the Government of Laos, while for 1968 a sum of \$25,000 had been voted for expert services to Bolivia and Iran and a training fellowship to Laos. One additional item which had been presented was a contingency request for \$5,000 in connexion with the assignment of an expert to Honduras.

353. In connexion with projects for 1968, the Commission was informed that there were applications for sixteen training fellowships in Category I. All those applications were for awards under the regular programme save the one for Laos under the Technical Assistance component of UNDP. There were also applications for fifteen awards under Category II, the implementation of which was dependent upon savings. Country programmes envisaged the assignment of an expert to Bolivia for six months to assist the government in introducing effective administrative measures in narcotics control, continuing the general advisory service in Iran and providing an expert to Honduras for two months in the field of narcotics legislation and administration.

354. During 1968 there were also to be two regional projects: a study tour of addict treatment and rehabilitation centres in the Far East and a training seminar

in the Middle East. The first project was to take place from 12 to 25 February following recommendations of two United Nations consultative groups on narcotics control which had met in Bangkok and Tokyo in 1960 and 1964 respectively. Medical doctors and social workers from China (Republic of), India, Iran, Hong Kong, Japan, Korea (Republic of), Laos, Malaysia, Philippines, Singapore and Thailand were to assemble in Bangkok on 12 February and would be joined by the head of WHO's Drug Dependence Unit from Geneva and the Director of the Social Defence Institute, Tokyo, while the Division of Narcotic Drugs was providing the services of a member of its Research and New Measures Section as team leader and the outposted officer in Bangkok as secretary. With the permission of the governments which were kindly providing facilities the group would carry out an on-the-spot study of the techniques in use for the treatment and rehabilitation of narcotic drug addicts in Bangkok, Singapore and Hong Kong. This would enable participants to gain a clear appreciation of the facilities needed in their own countries while the observations, discussions and opinions expressed by the experts might be expected to lead to the formulation of policies for the establishment of treatment and rehabilitation centres in Asia.

355. The second project was to be a regional seminar, probably in the autumn, for narcotics law enforcement officers from countries of the Middle East which were unable to send participants to the Teheran seminar in 1966.

356. Annexed to the Secretary-General's report was an account of the work of out-posted officers from the Division of Narcotic Drugs to Latin America and the Far East in addition to a five-year plan of technical co-operation for the period 1969-1973. Both those papers had been requested by the Commission at its twenty-first session.

357. In their consideration of the report and annexes, members of the Commission expressed interest in the problem of ensuring that training fellowships were used to the best advantage and asked whether any criteria were applied in the choice of candidates. The Secretariat explained that the Office of Technical Co-operation, which took primary responsibility for the award of fellowships under the United Nations regular programme, reviewed all applications according to a general policy designed to ensure that proper account was taken of each candidate's suitability in terms of age, physical and intellectual capacity, professional qualifications, linguistic competence and ability to instruct others in the techniques he would study. Where awards were sought for narcotics control fellowships, the Office was advised by the Division on such other relevant matters as the nature and extent of the drug problem in the candidate's country, the number and history of previous awards made to individuals from that country, and the assurance given by the candidate's government that he would resume duty in the field of narcotics control following training.

358. The Commission was also informed that, in addition to the report which they were required to

prepare at the conclusion of their training, fellows were asked to complete, one year later, a questionnaire setting out their current duties, the extent to which their training had benefited them and their service and any observations or recommendations which they chose to make on the training received in the light of their subsequent experience. That follow-up procedure, the Commission was informed, was of great value to the Office of Technical Co-operation in New York in helping it to formulate future policy in this field. The Commission was assured that, in general, fellows were of adequate calibre and that there had not lately been any cases of individuals being transferred to positions outside their field of study following training.

359. Several members stressed the value of training fellowships for national personnel in countries where little technical knowledge was available on the standard procedures for implementing the international treaties in narcotic drugs. Such training facilitated the establishment of effective control machinery which in turn promoted the ideal of close international co-operation.

360. With regard to regional advisory services and outposting the opinion was expressed that while this form of technical co-operation was of value to governments immediately concerned in the region, the work of the Commission itself would benefit if more were known about the actual work of these officers in their respective zones. The Commission felt that it should have regular reports from the adviser or outposted officer, so that it would be altogether in a better position to judge conditions and the attendant problems of each area and asked that the Director of the Division should make arrangements accordingly.

361. A request was again made for the resumption of outposting to South America, which on account of staffing problems had been in abeyance since 1965, and for expert services to Burma. The observer for Thailand commended the work of the outposted officer in his country, as did the representative of Iran who referred to the sustained help which had been received from the United Nations and the specialized agencies by his Government since the abolition of opium production in Iran in 1955. The representative of the Permanent Anti-Narcotics Bureau of the LAS referred to the pleas which he had made to the Commission in the past for the establishment in the Middle East of a regional bureau within the framework of the United Nations Organization. If it was not practicable to implement that proposal he favoured as an alternative the appointment of a regional adviser or an outposted officer whose terms of reference would be (a) co-ordination of the campaign to suppress the cultivation and trafficking of various kinds of narcotic drugs; (b) investigation of the origin of seized narcotics; (c) development of the law enforcement measures of governments in the region and international co-operation in this respect; (d) promotion of effective control of licit drug manufacture and/or distribution and (e) the promotion of a narcotics education campaign.

362. The Secretariat informed the Commission that when the five-year plan of technical co-operation had

been drawn up there had been little detailed evidence on which to base projections. Some fifty-eight governments had intimated that they needed technical aid but in many cases itemized information was lacking. To meet that difficulty, governments had again been addressed by means of a questionnaire and the replies so far received from twenty-four countries were most helpful and indicated a clear pattern of their needs. No less than sixty-seven training fellowships had been requested for the year 1969, and fifty-eight for 1970. Seminars had been requested in three out of the four economic regions in 1969 and in all four regions in the remaining four years of the plan. Regional advisers or outposted officers had been asked for in three out of four regions while itinerant training missions, which had been proposed as a special device to meet the needs of the African continent, had been requested in three regions annually throughout the five-year period. Those returns represented the requirements of only a quarter of the number of governments addressed and the Commission felt that in the absence of complete data it could not conscientiously endorse the need for all the provisions of the plan with its financial implications.

363. A draft resolution was submitted, by Brazil, Ghana, Iran and Turkey¹¹¹ supporting a larger appropriation of funds for technical co-operation in narcotics control within the framework of the budget approved by the General Assembly of the United Nations, leaving to the authorities concerned the decision as to the size of the additional allocation required.

364. The draft resolution, was adopted by 17 votes to 1 with 2 abstentions. The text of the resolution is as follows:

7 (XXII). Technical co-operation

The Commission on Narcotic Drugs,

Recalling past resolutions of the General Assembly and the Economic and Social Council of the subject of technical co-operation in the field of narcotics control,

Recognizing the increasing importance of systematic aid to regions of the world where there are interlocking problems of narcotics control,

Observing the growing demand for technical assistance in narcotics control projects,

Requests the Economic and Social Council to review existing financial arrangements for technical co-operation programmes in narcotics control, and to recommend such additional appropriations as it may consider necessary within the framework of the budget approved by the General Assembly of the United Nations, taking into account existing priorities.

The delegations of China and the United Kingdom abstained, explaining that in view of the limited information available they felt it right to reserve the positions of their Governments. The delegation of the United States of America, which had voted against the resolu-

¹¹¹ E/CN.7/L.294/Rev.1.

tion, explained that, in its view, the projections as outlined for a period of five years were not yet sufficiently defined to enable a clear picture on which the Commission could take positive action and it was essential to make the most economical use of the funds already available before embarking on further commitments.

365. In taking note of the Secretary-General's report the Commission unanimously expressed its appreciation to all governments and international organizations which had generously provided training and host-country facilities and expert services to enable the various projects of technical co-operation in narcotics control to be undertaken during the year.

CHAPTER VIII

PROGRAMME AND PRIORITIES; CONTROL AND LIMITATION OF DOCUMENTATION; IMPLEMENTATION OF ECONOMIC AND SOCIAL COUNCIL RESOLUTION 164 (XLIII)¹¹²

366. The Commission gave special attention to the question of its programme and priorities, limitation of documentation and streamlining of its work, in accordance with resolutions of the Economic and Social Council and the General Assembly.¹¹³

367. A note by the Secretary-General¹¹⁴ set out the various matters for the Commission's consideration; its annex contained, as requested by the Commission at its twenty-first session, a study indicating how the Commission's business could be conducted on a biennial instead of an annual basis.¹¹⁵

*Work programme and priorities*¹¹⁶

368. The Commission discussed the priorities of its work programme and in view of their rapidly increasing importance decided to classify as projects of first priority the "Questions relating to the control of psychotropic substances not under international control (amphetamines, barbiturates, hallucinogens, tranquillizers, etc.)" and "Scientific research on substances which engender dependence".

369. The Commission unanimously recommended that the following continuing projects have first priority:

- (a) Questions relating to control of psychotropic substances;
- (b) Abuse of drugs (drug addiction);
- (c) Scientific research on cannabis and opium and on other substances which engender dependence;
- (d) Illicit traffic;

not excluding, however, other important subjects usually considered by the Commission.

¹¹² Agenda item 9; (see E/CN.7/SR.590, 597, 606, 607, 612 and 613).

¹¹³ See in particular Council resolutions 693 (XVI), 742 (XXVIII), 909 (XXXIV), 916 (XXXIV), 936 (XXXV), 990 (XXXVI), 1046 (XXXVII), 1093 (XXXIX), 1264 (XLIII) and 1281 (XLIII) and General Assembly resolutions 1272 (XIII), 1710 (XV), 1797 (XVII), 2098 (XX), 2247 (XXI), 2150 (XXI) and 2361 (XXII).

¹¹⁴ E/CN.7/511.

¹¹⁵ See Report, twenty-first session, para. 338.

¹¹⁶ See E/4331/Add.15, pp. 2-13 and E/CN.7/511, paras. 3 and 4.

370. In order to give searching enquiry to these matters the Commission established a Working Group composed of representatives of Canada, France, United Kingdom, United States of America, Union of Soviet Socialist Republics and Yugoslavia under the chairmanship of Mr. R. E. Curran (Canada), Chairman of the Commission.

Control and limitation of documentation

371. The Commission discussed in general terms the recommendations of the Working Group¹¹⁷ on how the documentation prepared by the Division of Narcotic Drugs in implementation of the international treaties, to assist national authorities in their task and for use at the sessions of the Commission, could be reduced or improved.

372. In the light of suggestions offered by the Working Group the Commission made the following decisions in respect of its documentation, designed to secure every economy compatible with essential efficiency:

A. Annual reports of governments

The summary of the annual reports of governments should continue to be distributed in mimeographed form annually.

B. List of national authorities empowered to issue import/export authorizations

Changes to the document should be communicated currently during the year and a complete list should be issued periodically every four years.

C. List of establishments authorized to manufacture narcotic drugs

Changes to the document should be communicated currently during the year and a complete list should be issued every four years.

D. List of narcotic substances under international control

A single list should be produced jointly with the INCB secretariat. An addendum on new substances under international control should be issued annually and a complete list every four years.

¹¹⁷ See E/CN.7/L.297.

E. Status of multilateral treaties on narcotic drugs

The list of countries parties to international treaties should be reproduced annually for the time being.

F. Laws and regulations

The present practice of circulating to governments the texts of laws and regulations received under the treaties should continue.

G. Cumulative index of laws and regulations

An annual addendum should be issued in mimeographed form and the printed complete index should be published periodically at the discretion of the Director of the Division of Narcotic Drugs.

H. Summary tabulation of changes in the scope of control of national legislation

A system of perforated cards should replace a summary tabulation of such changes which had been prepared annually. The information would be furnished by the Secretariat to governments upon request.

I. Monthly summaries of illicit transactions and seizures

A monthly summary of seizure reports should be replaced by a communication on relevant cases issued at the discretion of the Director of the Division.

J. Chapter XI (Illicit traffic) of the annual reports of governments

The chapter on illicit traffic of annual reports should continue to be communicated to governments.

K. Bi-annual lists of crews of merchant ships and civil aircraft convicted of narcotics offences

A bi-annual list should continue to be published.

L. Bi-annual list of seizures involving the use of mails

A bi-annual list of seizures involving the use of mails should continue to be sent to the Universal Postal Union and to Commission Members.

M. Scientific research on narcotic drugs

Studies of scientific research on narcotic drugs should continue to be published (ST/SOA/SER.K/... and ST/SOA/SER.S/... series).

N. Report of the Division of Narcotic Drugs and

O. Implementation of the treaties

A report on the activities of the Division (including the Laboratory) and a general document summarizing the information on implementation of the treaties should be combined in one shorter paper in order to avoid duplication. The organization of the material should be left to the discretion of the Director.

373. With regard to the question of replacing summary records by a shorter version, as requested by the General Assembly, in its resolution 2292 (XXII) of 12 December 1967, the Commission agreed with the suggestion of the Working Group that with effect from the twenty-second session, summary records in their present extensive form might be replaced by shorter minutes of its meetings, on the understanding that the standard of those minutes would conform with that of sample minutes compiled experimentally during the current session and would be made available on the same provisional basis for amendment, if required. The Commission decided, however, to reserve the right to ask for a summary record of the existing kind in respect of any discussion which required exceptional treatment on account of its technical content importance. It also reserved the right to ask for the present system of summary records to be re-established if the new practice proved unsatisfactory.

374. With regard to the organization of the Commission's sessions, the Commission reviewed a number of suggestions aimed at making the best use of time and resources, and simplifying the work of the Secretariat. It had been evident even in previous sessions that not all the subjects deserving study could be considered in necessary depth at one session, and the pressure of items was growing. There was general support for the view that the present agenda might be reduced to enable fuller consideration of two or three items of special significance which might result from developments between sessions in the field of narcotic drugs. As a first step, the Commission requested the Secretary-General, in consultation with the Chairman, to establish its provisional agenda for the twenty-third session.

375. The Commission noted that the reports and studies regularly prepared by the Secretariat on drug abuse, illicit traffic, technical assistance, and narcotic drugs had formed an essential basis for its major discussions, and concluded that similar documents should be provided in future. It agreed that the Director of the Division of Narcotic Drugs should exercise his discretion as regards scope and content, taking account of the particular relevance any document might have for the business proposed at the following session.

376. It was suggested that Commission members should be kept informed of developments of interest between sessions by routine communication of information. That might make it easier for the Secretariat to prepare shorter papers for the session itself indicating points which would require discussion and action. The Commission invited the Secretariat to give further study to those suggestions, at the same time emphasizing its strong concern that all Commission documents should be available in the working languages in sufficient time for proper study in accordance with General Assembly resolution 2292 (XXII).

377. The Commission also expressed interest in promoting closer liaison with WHO and invited the Secretariat to review the present arrangements for presentation of material describing the work of WHO in the field of drug dependence.

Implementation of Economic and Social Council resolution 1264 (XLIII)

378. The Commission took note of the views of the Economic and Social Council concerning the need for economies and the desirability of shortening sessions. In view, however, of the new and important tasks before it, such as the question of psychotropic drugs, the Commission concluded that it would be unable to discharge its functions if its total meeting time were shorter than at present. Some representatives observed that the Commission might need to resort to the procedure suggested by the Economic and Social Council of convening special sessions in order to deal effectively with the tasks before it.

379. In its review of documentation and working methods the Commission was mainly concerned with the needs for economy and efficiency. The annex to the Secretary-General's note on programme and priorities indicated that there were several important problems which would require solution before the Commission's exercise of its functions could be satisfactorily adapted to biennial meetings. One was the difficult procedural question of how the Economic and Social Council to which, under article 15 of the Single Convention, the INCB was required to submit a report each year "through the Commission, which may make such comments as it

thinks fit", could be provided with the considered comments if the Commission did not meet for discussion. Another was the procedure the Commission adopted to respond to recommendations made by WHO to place new substances under the control of the Single Convention. Still another was the question of the vote by mail.

380. The Commission noted the grave concern expressed by the President of the PCNB on the question of biennial sessions¹¹⁸ but concluded that it would be premature to form any opinion on this subject until it had completed its review of the matters set out in the annex to the Secretary-General's note. It agreed that that review should be given priority at its twenty-third session and expressed the hope that members would then be in a position to complete the discussion, and reach conclusions on the implementation of the Council resolution 1156 (XLI).

381. In the meantime, the Commission requested the Director of the Division to obtain advice from the Office of Legal Affairs of the United Nations on the implications of article 15 of the Single Convention, as well as on the question of vote by mail, and to make that advice known to members in time for study before the next session.

¹¹⁸ See E/OB/23 — E/DSB/25, paras. 12-22; see also chap. II, para. 103, and E/CN.7/SR.605.

CHAPTER IX

LIST OF RESOLUTIONS ADOPTED BY THE COMMISSION

| <i>Number</i> | <i>Title</i> | <i>Reference</i> |
|---------------|---|-------------------------------------|
| 1 (XXII) ... | Regional co-operation in the Near and Middle East in the campaign against the illicit traffic in narcotic drugs | Chap. III, para. 129 Chap. X, B. |
| 2 (XXII) ... | Doping | Chap. IV, para. 256 |
| 3 (XXII) ... | The abuse of cannabis and the continuing need for strict control | Chap. IV, para. 264 Chap. X, C. |
| 4 (XXII) ... | Replacement of cannabis cultivation in Lebanon | Chap. V, para. 299 Chap. X, D. |
| 5 (XXII) ... | National legislative measures for the control of psychotropic substances not under international control | Chap. VI, para. 325 Chap. X, E. |
| 6 (XXII) ... | Urgent control measures for LSD and similar hallucinogenic substances | Chap. VI, para. 335 Chap. X, F. |
| 7 (XXII) ... | Technical co-operation | Chap. VII, para. 364 |

CHAPTER X

DRAFT RESOLUTIONS RECOMMENDED BY THE COMMISSION FOR ACTION BY THE ECONOMIC AND SOCIAL COUNCIL

A

Report of the Commission on Narcotic Drugs ¹¹⁹

The Economic and Social Council,

Takes note of the report of the Commission on Narcotic Drugs (twenty-second session).

B

Regional co-operation in the Near and Middle East in the campaign against the illicit traffic in narcotic drugs ¹²⁰

The Economic and Social Council,

Recognizing the continuing seriousness of the illicit traffic in the Near and Middle East,

Noting that the efforts made individually by the Governments of the countries concerned are proving insufficient,

Conscious of the need for close co-operation between countries having a common frontier,

1. *Recommends* that the countries in the region which are concerned with the problem should convene a meeting of their qualified representatives to make an effective study of all aspects of the campaign against the illicit traffic in narcotic drugs in the region;

2. *Invites* the Secretary-General within the limits of existing budgetary resources to provide any necessary advice and assistance at such a meeting.

C

The abuse of cannabis and the continuing need for strict control ¹²¹

The Economic and Social Council,

Recalling that the Single Convention on Narcotic Drugs, 1961, obliges Parties to place cannabis under strict controls to prevent its abuse,

Considering that the problem of the traffic and abuse of cannabis remains serious in many areas where it has long been encountered,

Observing that the traffic and abuse of cannabis appears to be spreading to areas where it has not heretofore been encountered,

Noting that considerable publicity has been given to unauthoritative statements minimizing the harmful

effects of cannabis and advocating that its use be permitted for non-medical purposes,

*Recognizing that cannabis is known *inter alia* to distort perception of time and space, modify mood and impair judgement, which may result in unpredictable behaviour, violence and adverse effects on health, and that it may be associated with the abuse of other drugs such as LSD, stimulants and heroin,*

Convinced that inefficient controls over, apathy towards and lack of public awareness of the dangers of cannabis and its continued abuse contribute to drug dependence, create law enforcement problems, and injure national health, safety and welfare,

1. *Recommends* that all countries concerned increase their efforts to eradicate the abuse and illicit traffic in cannabis;

2. *Further recommends* that governments should promote research and advance additional medical and sociological information regarding cannabis, and effectively deal with publicity which advocates legalization or tolerance of the non-medical use of cannabis as a harmless drug.

D

Replacement of cannabis cultivation in Lebanon ¹²²

The Economic and Social Council,

Considering that the problem of cannabis cultivation in Lebanon has engaged the attention of the competent international organs for several years,

Recognizing that if the Government of Lebanon succeeds in eradicating such cultivation, this would have a significant beneficial effect in fighting the illicit traffic in cannabis and cannabis resin in the region,

Having been informed of the project of the Government of Lebanon to introduce the subsidized cultivation of sunflower seeds and other crops as a substitute for cannabis cultivation,

1. *Congratulates* the Government of Lebanon on this promising and salutary initiative;

2. *Expresses the hope* that Lebanon will succeed in implementing the project to suppress cannabis cultivation;

3. *Urges* the Government of Lebanon to continue giving due priority to this project;

4. *Recommends* that the Government's effort should be supported by all possible technical assistance within the resources and criteria of the United Nations programmes of technical assistance and those of the specialized agencies, in particular the Food and Agriculture Organization of the United Nations;

¹¹⁹ See para. 20 above.

¹²⁰ See para. 129 above.

¹²¹ See para. 264 above.

¹²² See para. 299 above.

5. *Requests* the Secretary-General to maintain close liaison with the Government of Lebanon on the development of its effort and to report thereupon annually to the Commission on Narcotic Drugs and to the Council until such time as necessary.

E

National legislative measures for the control of psychotropic substances not under international control ¹²³

The Economic and Social Council,

Concerned at the continuing problem posed by the abuse of psychotropic substances not under international control (amphetamines, barbiturates, hallucinogens, tranquillizers),

Recalling the recommendations adopted by the Commission at its twenty-first session as to control measures for these substances,^a

Recalling also the resolution of the Twentieth World Health Assembly on control measures for these dependence producing drugs,^b

Learning with satisfaction that the Commission on Narcotic Drugs, with the co-operation of the World Health Organization and the International Narcotics Control Board, is advancing its work to determine the best form of treaty action by which to apply to these substances national controls by international agreement, together with a measure of international control,

Noting that while this work progresses, it will still require time to implement the international action that is contemplated,

Recommends to governments to adopt legislation, if they have not already done so, to give effect to the following measures of national control over the above-mentioned psychotropic substances:

- (a) availability on medical prescription only;
- (b) supervision of all transactions from production to retail distribution;
- (c) licensing of all producers;

^a See *Official Records of the Economic and Social Council, Forty-Second Session, Supplement No. 2, (E/4294), para. 296 and annex II, para. 20.*

^b Resolution WHA 20.43.

¹²³ See para. 325 above.

- (d) limitation of trade to authorized persons; and
- (e) prohibition of non-authorized possession for distribution.

F

Urgent control measures for LSD and similar substances ¹²⁴

The Economic and Social Council,

Convinced that the abuse of LSD and hallucinogenic substances having similar ill effects presents an increasingly serious problem that could have very dangerous consequences,

Recalling its resolution 1197 (XLII) and resolution WHA 20.42 of the World Health Assembly urging governments to apply strict control in the use of LSD and similar substances,

Being informed that twenty-two governments have adopted legislation along the lines of these recommendations,

Deeply concerned at reports of serious damage to health being caused by LSD and similar hallucinogenic substances,

1. *Recommends* to governments which have already taken control measures to examine them with the view to making them more stringent if required;

2. *Urges* governments:

- (a) To prohibit all use of LSD and similar hallucinogenic substances except in medical or scientific institutions directly under its control or specifically designated by it;
- (b) To restrict the use of such substances to approved medical or scientific purposes;
- (c) To prohibit all import and export of such substances except between governments or between authorities or organizations specifically approved by governments for such import and export,

3. *Recommends* to governments to consider also appropriate measures to prevent the use of lysergic acid and other possible intermediate and precursor substances for illicit manufacture of LSD or similar hallucinogenic substances.

¹²⁴ See para. 335 above.

ANNEXES

ANNEX I

**TABLE SHOWING THE MEMBERSHIP OF THE COMMISSION AS AT 1 JANUARY 1968
AND THE DATES OF EXPIRY OF TERMS OF OFFICE**

| | <i>Term of office expires on 31 December</i> | | <i>Term of office expires on 31 December</i> | | <i>Term of office expires on 31 December</i> |
|-----------------------------|--|-------------------------|--|---|--|
| Brazil | 1969 | Iran | 1968 | Turkey | 1969 |
| Canada | 1971 | Jamaica | 1969 | Union of Soviet Socialist Republics | 1969 |
| China | 1969 | Japan | 1969 | United Arab Republic | 1968 |
| Dominican Republic | 1971 | Mexico | 1968 | United Kingdom of Great Britain and Northern Ireland | 1969 |
| Federal Republic of Germany | 1968 | Morocco | 1969 | United States of America ... | 1971 |
| France | 1971 | Nigeria | 1968 | Yugoslavia | 1971 |
| Ghana | 1971 | Peru | 1971 | | |
| Hungary | 1968 | Republic of Korea | 1968 | | |
| India | 1968 | Switzerland | 1971 | | |

ANNEX II

**STATEMENT BY THE DIRECTOR OF THE DIVISION OF NARCOTIC DRUGS COMMUNICATING AN OPINION BY THE
OFFICE OF LEGAL AFFAIRS OF THE UNITED NATIONS ON PSYCHOTROPIC SUBSTANCES NOT UNDER INTER-
NATIONAL CONTROL ^a**

I should like to inform you of the opinion of the Office of Legal Affairs on the juridical aspects of the matter we are considering. This opinion is to the following effect:

As regards the application of article 3 of the Single Convention on Narcotic Drugs, 1961, the question whether the psychotropic substances under consideration are similar in respect of abuse and ill effects to the drugs in the Schedules of that Convention is one for determination by the World Health Organization. There would, however, be legal grounds for doubting the correctness of an affirmative decision by the World Health Organization if certain psychotropic substances were recommended for inclusion in the Schedules, but other substances having the same degree of similarity in regard to abuse and ill effects were not recommended for inclusion. Moreover, it was the general understanding at the 1961 Conference that article 3 of the Single Convention could not be applied to barbiturates, amphetamines or tranquillizers.

The difficulties of applying article 1 of the 1948 Protocol or article 10 of the 1925 Convention are as great or greater than

those involved in applying article 3 of the Single Convention. As regards the amendment procedure of article 47 of the Single Convention, time is required for applying this procedure as discussed, for example, in paragraphs 53-58 of the PCNB note found in annex 1 to document E/CN.7/509. The procedure of article 47 is, of course, legally possible, but it would not be desirable unless unanimous acceptance of any proposed amendments by all Parties seems reasonably certain. It therefore follows that on purely legal grounds, apart from other considerations, the best method of taking action on psychotropic substances is the conclusion of a special treaty. As stated in the Office of Legal Affairs cabled opinion dated 15 December 1966 and brought to the attention of the twenty-first session of the Commission, the Economic and Social Council could submit a draft convention to the General Assembly under Article 62, paragraph 3 of the Charter, or could call an international conference to adopt a convention under paragraph 4 of that Article.

The Office of Legal Affairs would not wish to express a view as to which of these methods would be preferable, though it may be observed that the Commission on Narcotic Drugs would be the body most naturally qualified to prepare a draft convention for further consideration.

^a E/CN.7/L.298.

ANNEX III

LIST OF DOCUMENTS RELEVANT TO THE REPORT OF THE COMMISSION

| Chapter | Documents |
|--|---|
| I. Organizational and administrative matters | |
| Adoption of the agenda | Provisional agenda: E/CN.7/502 and Add.1; Provisional time-table: E/CN.7/L.289 |
| Adoption of the Commission's report to the Council on its twenty-second session | E/CN.7/L.290 and Add.1-13, Add.13/Corr.1, and Add.14 |
| II. Implementation of the treaties and international control | Note by the Secretary-General: E/CN.7/504 E/CN.7/503 and Add.2 |
| Report of the Division of Narcotic Drugs | Status of multilateral narcotics treaties: E/CN.7/504, annex I |
| Signatures, ratifications, acceptances, accessions and declarations concerning the multilateral treaties on narcotic drugs | <i>Single Convention on Narcotic Drugs, 1961</i> . (United Nations publication, Sales No.: 62.XI.1) |
| Implementation of the 1961 Convention | Changes in the Schedules proposed by WHO which were deferred by the Commission until its twenty-second session: E/CN.7/503, chap. II |
| Annual reports of Governments | Summary of annual reports of Governments for 1965 and 1966: E/NR.1965-66/Summary |
| National laws and regulations | Note by the Secretary-General: E/CN.7/504 |
| Manufacture of narcotic drugs | <i>Cumulative Index 1947-1965</i> . E/NL.1965/Index (United Nations publication, Sales No.: 66.XI.4) and E/NL.1965/Index/Add.1 |
| National authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs | Summary tabulation of changes in national schedules of drugs reported to the Secretary-General by governments during 1966: E/CN.7/504, annex II |
| List of drugs | Note by the Secretary-General: E/CN.7/504 |
| Work of the World Health Organization in the field of narcotic drugs | Note by the Secretary-General: E/NF.1966/1 |
| Report of the Permanent Central Narcotics Board and Drug Supervisory Body | Note by the Secretary-General: E/NA.1967/1 |
| Statement of the Drug Supervisory Body | List of drugs under international control: E/CN.7/503/Add.1 |
| III. Illicit traffic | Fourteenth report of the WHO Expert Committee on Mental Health: E/CN.7/505 — <i>Wld Hlth Org. techn. Rep. Ser.</i> , 1967, 363 |
| IV. Abuse of drugs | <i>Final Report of the Permanent Central Narcotics Board and Drug Supervisory Body</i> , November 1967: E/OB-DSB/W.177 (provisional edition) (E/OB/23-E/DSB/25, United Nations publication, Sales No.: E.68.XI.3) |
| | <i>Statistics on narcotic drugs to 1966 — Maximum levels of opium stocks</i> : E/OB/23/Add.2-E/DSB/25/Add.2 (United Nations publication, Sales No.: E.68.XI.2) |
| | <i>Estimated World Requirements of Narcotic Drugs in 1968</i> : E/OB/23/Add.1-E/DSB/25/Add.1 (United Nations publication, Sales No.: E.68.XI.1) |
| | Review of the illicit traffic in narcotic drugs during 1966/1967: E/CN.7/506. |
| | Information submitted by Governments in reports to both the United Nations and the International Criminal Police Organization for 1966 and 1967 |
| | Chapter XI of annual reports for 1966: E/IT/1966/1-82 |
| | Summaries of reports on illicit transactions and seizures: E/NS.1966/Summaries 10-12 E/NS.1967/Summaries 1-10 |
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| V. Opium, cannabis and coca leaf; research on opium, cannabis and other substances | <p>Draft resolution submitted by Canada, France, Ghana, Jamaica, Japan, Mexico, United Arab Republic and the United States of America: E/CN.7/L.299 and Rev.1</p> <p>Note by the Secretary-General: E/CN.7/508</p> <p>The poppy straw process for the extraction of morphine — some economic and technological factors: E/CN.7/508/Add.1 and Add.1/Rev.1; MNAR/4/68</p> <p>The problem of illicit cannabis cultivation in Lebanon and the sunflower project: E/CN.7/508/Add.2. Draft resolution submitted by France, United Arab Republic and Yugoslavia: E/CN.7/L.291</p> <p>Supplementary information on synthetic narcotic drugs: E/CN.7/508/Add.3</p> |
| VI. Questions relating to the control of psychotropic substances not under international control | <p>Legal, administrative and other questions: E/CN.7/509 and Corr.1, MNAR/6/68</p> <p>Control of psychotropic substances — report of the Working Group: E/CN.7/L.298</p> <p>Urgent control measures for LSD and similar hallucinogenic substances — Draft resolution submitted by the Working Group: E/CN.7/L.300</p> <p>National legislative measures for the control of psychotropic substances not under international control — Draft resolution submitted by Canada, France, Ghana, India, Japan, Mexico, Union of Soviet Socialist Republics, United Kingdom and the United States of America: E/CN.7/L.301</p> |
| VII. Technical co-operation in narcotics control | <p>Report of the Secretary-General: E/CN.7/510</p> <p>Draft resolution submitted by Brazil, Ghana, Iran and Turkey: E/CN.7/L.294 and Rev.1 and 2</p> |
| VIII. Programme and priorities; control and limitation of documentation | <p>Note by the Secretary-General: E/CN.7/511; MNAR/7/68 and 8/68</p> <p>Report of the Working Group: E/CN.7/L.297</p> |

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