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**UNITED NATIONS**

# **COMMISSION ON NARCOTIC DRUGS**

## **REPORT OF THE TWELFTH SESSION**

(29 APRIL — 31 MAY 1957)

**ECONOMIC AND SOCIAL COUNCIL**

**OFFICIAL RECORDS: TWENTY-FOURTH SESSION**

**SUPPLEMENT No. 10**

**NEW YORK**

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### NOTE

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

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UNITED NATIONS  
ECONOMIC AND SOCIAL COUNCIL

OFFICIAL RECORDS  
TWENTY-FOURTH SESSION

SUPPLEMENT No. 10

COMMISSION ON NARCOTIC DRUGS

Report to the Economic and Social Council on the twelfth session of the Commission,  
held in Geneva from 29 April to 31 May 1957

CHAPTER I

ORGANIZATIONAL AND ADMINISTRATIVE MATTERS

Representation at the session

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

- Austria*: Mr. F. Obermayer;
- Canada*: Mr. K. C. Hossick; Mr. R. E. Curran, Q.C. (Alternate); Mr. D. C. Arnould, Mr. C. G. Farmilo and Mr. Lee Kum-Tatt (Advisers);
- China*: Mr. H. R. Wei; Mr. Yung-Lin Yao (Alternate); Mr. Hu Chun (Adviser);
- Egypt*: Mr. Amin Ismail, Mr. Abd el Aziz Safwat; Mr. A. A. Talaat (Adviser);
- France*: Mr. C. Vaille; Mr. P. Marandet (Adviser);
- Hungary*: Mr. Zoltan Földi; Mr. Lajos Krek (Alternate); Mr. Imre Uranovicz (Adviser);
- India*: Mr. S. P. Kampani;
- Iran*: Mr. A. G. Ardalan;
- Mexico*: Mr. L. Joubanc Rivas; Mr. R. Rosenzweig Díaz (Adviser);
- Peru*: Mr. D. B. Caravedo; Mr. J. Pareja (Alternate);
- Turkey*: Mr. M. Özkol; Mr. S. Acéba (Alternate);
- Union of Soviet Socialist Republics*: Mrs. V. V. Vasilyeva; Mr. G. F. Kalinkin and Mr. B. P. Pisarev (Advisers);
- United Kingdom*: Mr. T. C. Green;
- United States*: Mr. H. J. Anslinger; Mr. S. M. Finger, Mr. N. B. Eddy, Mr. E. J. Rowell, Mr. A. L. Tennyson and Mr. T. Bartlett (Advisers);
- Yugoslavia*: Mr. D. Nikolic.

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

<i>State</i>	<i>Observers</i>	<i>Item of the agenda<sup>1</sup></i>
Afghanistan .....	Mr. A. H. Tabibi Mr. A. Rassoul	} 5, 6
Bulgaria .....	Mr. Barouch M. Grinberg	5
Cambodia .....	Mr. Ly Chinly	4

<sup>1</sup> E/CN.7/SR.332, 333.

<i>State</i>	<i>Observers</i>	<i>Item of the agenda<sup>1</sup></i>
Denmark .....	Mr. E. Meinstorp Mrs. N. Wright	} 7
Ethiopia .....	Mr. Haddis Alemayehou Miss J. Imru	} 14
Federal Republic of Germany .....	Mr. H. Danner	5, 8, 11
Greece .....	Mr. G. Panopoulos	7, 8, 13, 14
Indonesia .....	Mr. Sutanto	9
Israel .....	Mr. M. R. Kidron Mrs. Tamar Shohan-Sharon	} 4, 15
Italy .....	Mr. Gabriele Tancredi	5, 10, 11
Japan .....	Mr. Kiyoshi Morimoto Mr. Hiroji Yamaguchi	} 4, 5, 8, 11
Laos .....	Mr. Sisouk Na Champassak	4
Lebanon .....	Mr. A. Yazbek	4, 10, 15
Morocco .....	Mr. Ahmed Benabud	4, 5, 7, 10
Pakistan .....	Mr. Sayyid A. Karim	5, 6, 10
Poland .....	Mr. Jacek Machowski	5, 10
Portugal .....	Mr. Albano Rodrigues de Oliveira	4, 10
Switzerland .....	Mr. Jean-Pierre Bertschinger	5, 11
Thailand .....	Mr. Chitra Poseyanonda Mr. Yuen Prabhavat Mr. Prasit Punnapayak Mr. Pow Sarasin Mr. Prasong Bunchoem	} 4
Viet-Nam .....	Mr. Nguyen-Duy Lien	4, 5, 8

3. The following States were also invited, but were not able to attend :

<i>State</i>	<i>Item<sup>1</sup></i>
Argentina .....	9
Bolivia .....	9
Burma .....	4
Chile .....	9
Colombia .....	9
Indonesia .....	9
Jordan .....	4
Netherlands .....	5
Syria .....	4
Yemen .....	14

4. The representative of the Union of Soviet Socialist Republics stated that she objected to the presence of a representative of the Taiwan authorities, and considered that the only legal government of China was the Democratic People's Government of the People's Republic of China. The representatives of Yugoslavia and Hungary regretted that the Government of the People's Republic of China was not represented at the Commission.

5. The representative of China reaffirmed that the Government he represented was the only legitimate Government of China, and was recognized as such in all organs of the United Nations, while the Chinese communist regime was merely a creation of the USSR. Supported by the representative of the United States, he stressed that the question of representation was not within the competence of the Commission.

6. The Permanent Central Opium Board was represented by Mr. H. L. May, and the Drug Supervisory Body by Mr. C. H. L. Sharman.

7. The World Health Organization was represented by Dr. H. Halbach.

8. The Permanent Anti-Narcotics Bureau of the League of Arab States was represented by Mr. Abd el Aziz Safwat.

9. The following non-governmental organizations in consultative status were represented at the session:

International Criminal Police Organization (category B): Mr. J. Nepote;

International Conference of Catholic Charities (category B): Mr. L. Longarzo;

International Federation of Women Lawyers (category B): Mrs. Rose Rothenberg, Miss A. Viola Smith, Mrs. B. S. Burstein, Mrs. Rose K. Hirschman;

Pan-Pacific South-East Asia Women's Association (category B): Mrs. Henry G. Fowler;

World Alliance of Young Men's Christian Association (category B): Mr. Owen E. Pence;

World Women's Christian Temperance Union (category B): Mrs. Elizabeth A. Smart;

International Council of Nurses (Register): Mrs. Frances C. Smith.

10. The Under-Secretary for Economic and Social Affairs, Mr. Philippe de Seynes, represented the Secretary-General at the opening meeting of the twelfth session and welcomed the representatives and observers on his behalf. During the remainder of the session, Mr. G. E. Yates, Director of the Division of Narcotic Drugs, represented the Secretary-General.

#### Opening and duration of the session

11. The session was opened by Mr. H. J. Anslinger (United States of America), the Vice-Chairman of the Commission at its eleventh session.

12. The session lasted from 29 April to 31 May, and a total of forty-two plenary meetings was held.

#### Election of officers

13. At its 332nd meeting, the Commission elected the following officers by acclamation:

*Chairman:* Mr. H. J. Anslinger (United States of America);

*Vice-Chairman:* Mr. D. Nikolic (Yugoslavia);

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

#### Adoption of the agenda

14. The provisional agenda (E/CN.7/316 and Add.1), drawn up by the Secretary-General after consultation with the Chairman of the eleventh session, was adopted as follows:

1. Election of officers.
2. Adoption of the agenda.
3. Implementation of the narcotics treaties and international control:
  - (a) Report of the Division of Narcotic Drugs;
  - (b) Annual reports of Governments;
  - (c) National laws and regulations;
  - (d) Report of the Permanent Central Opium Board to the Economic and Social Council on the work of the Board in 1956;
  - (e) Estimated world requirements of narcotic drugs in 1957: statement of the Drug Supervisory Body;
  - (f) The question of ketobemidone (proposed by the Secretary-General).
4. Illicit traffic: reports on the illicit traffic in 1956.
5. The proposed Single Convention on Narcotic Drugs.
6. Request of Afghanistan to be recognized as a State producing opium for export.
7. Abuse of drugs (drug addiction).
8. Opium and opiates (including scientific research on opium).
9. The question of the coca leaf.
10. The question of cannabis.
11. The question of synthetic narcotic drugs.
12. International non-proprietary names for narcotic drugs under international control.
13. The question of barbiturates.
14. The question of khat.
15. The proposed United Nations Middle East Anti-Narcotics Bureau or Agency.
16. Technical assistance for narcotics control (under Economic and Social Council resolutions 626 D and E (XXII)).
17. Programme and priorities in the field of narcotic drugs.
18. Report of the Commission on its twelfth session.

15. At its 333rd meeting, the Commission approved the order of business recommended by its officers (E/CN.7/L.149).

16. At its 338th meeting, the Commission decided to postpone consideration of the proposed United Nations Middle East Anti-Narcotics Bureau or Agency until the thirteenth session.<sup>2</sup>

17. In pursuance of the Economic and Social Council's request in resolution 626 F (XXII), the Commission devoted the last two weeks of its session to the consideration of the draft Single Convention on Narcotic Drugs. It did not, however, have sufficient time to complete and approve its report on this question and, consequently, at the closing meeting on 31 May, the Commission authorized the Rapporteur to draw up an account of the procedure adopted to discharge item 5 on its agenda, to annex the draft text of the part of the Convention prepared by the Drafting Committee, as amended and approved by the Commission, and to transmit this account on its behalf to the Council as an additional part of its report.

18. At its 373rd meeting, the Commission adopted its report covering all items except the Single Convention (E/CN.7/L.164 and Add.1-26).

#### **Programme and priorities in the field of narcotic drugs**

19. The Commission considered<sup>3</sup> the programme and priorities in the field of narcotics control in the light of the list of priorities adopted at its eleventh session and approved by the Economic and Social Council at its twenty-second session (E/CN.7/L.148) and of the relevant Council and General Assembly resolutions.

20. The following order of priorities was decided upon:

##### **FIRST PART**

##### *Continuing functions*

##### *First priority*

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

##### **SECOND PART**

##### *Continuing projects*

##### *First priority*

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

<sup>2</sup> See chapter X.

<sup>3</sup> E/CN.7/SR.356, 373.

##### *Second priority*

- (i) Narcotics bibliography

##### *Ah hoc projects*

##### *First priority*

- (j) The proposed Single Convention
- (k) International non-proprietary names

21. Since the items in the first part refer to functions in which the Commission and the Secretariat have been acting as treaty as well as Charter organs, the Commission had considered it sufficient that they should be presented as a single comprehensive group, all of which are obligatory, and within which, among themselves, few questions of priorities arise, in view of the reporting system and other interlocked machinery contained in the treaties.

22. For organizational purposes, certain ancillary functions which are not specified in detail in the treaties, but which have been held since their inception to be implied in the treaties, or to be essential to their implementation, are associated with this group; for example, the processing and examination applied to the information received on the illicit traffic in order to enable it to be used by Governments and by the Commission.

23. Although this group, with its ancillary functions, is treated as a single item, it will be realized that it represents a large proportion of the workload of the Division of Narcotic Drugs.

24. With respect to project (h), the question concerns groups of substances (such as khat, tranquillizers, etc.) having a marginal character with relation to the Commission's work, and regarding which the Commission feels it should from time to time consider whether certain elements of narcotics-type control, more particularly national control, should or should not be recommended for application. The groups of substances named are not exhaustive, and similar questions may be raised in respect of others. From the point of view of the work programme, it is of course clear that the studies and other measures necessary to keep in touch with the developing situation must be carried out on a continuous basis if they are to be effective, and that they cannot only be taken up in those particular years in which the Commission finds it appropriate to put one or other of these items on its agenda.

25. The Commission also approved the proposed outline for a further programme of studies in the field of drug addiction and synthetic narcotic drugs (E/CN.7/319/Add.1). This programme, developed in consultation with WHO, would require a period of three years to carry out. It is sufficiently flexible to allow for changes in response to new needs and to permit of the work being spread out in correspondence with the availability of information and of staff resources.

26. As regards technical assistance in the field of narcotics control see chapter XI.

### Organization of the thirteenth session of the Commission <sup>4</sup>

27. In order to facilitate the preparation and operation of the work of the thirteenth session, the Commission decided to include certain items in the provisional agenda for that session, on the basis of suggestions made by the Secretariat (E/CN.7/L.168). The items on the basic annual agenda so included were as follows:

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

To these were added the following three items, in pursuance of decisions of the Commission at the present session:

- (j) The question of khat. <sup>5</sup>
- (k) The proposed United Nations Middle East Anti-Narcotics Bureau or Agency. <sup>6</sup>

<sup>4</sup> E/CN.7/SR.372, 373.

<sup>5</sup> E/CN.7/SR.348.

<sup>6</sup> E/CN.7/SR.338.

- (l) The request of Afghanistan to be recognized as a State producing opium for export. <sup>7</sup>

28. The Commission expressed the wish that observers from States not members of the Commission should be invited to participate in its discussion of the following items:

*Illicit traffic*: Afghanistan, Burma, Cambodia, Colombia, Cuba, Denmark, Israel, Japan, Jordan, Laos, Lebanon, Morocco, Portugal, Switzerland, Syria, Thailand and Viet-Nam.

*Single Convention*: Afghanistan, Bulgaria, Czechoslovakia, Federal Republic of Germany, Greece, Italy, Japan, Morocco, Netherlands, Pakistan, Poland, Switzerland, Viet-Nam.

*Request of Afghanistan to be recognized as a State producing opium for export*: Afghanistan, Greece, Japan, Laos, Pakistan.

*Abuse of drugs*: Denmark, Greece, Morocco.

*Opium and opiates*: Federal Republic of Germany, Greece, Japan, Viet-Nam.

*Coca leaf*: Argentina, Bolivia, Chile, Colombia, Ecuador, Greece, Indonesia.

*Cannabis*: Brazil, Greece, Italy, Lebanon, Morocco, Nepal, Pakistan, Poland, Portugal.

*Synthetic drugs*: Belgium, Federal Republic of Germany, Greece, Italy, Japan, Netherlands, Switzerland.

*Control of new substances*: Ethiopia, Greece, Morocco, Yemen.

*The proposed United Nations Middle East Anti-Narcotics Bureau or Agency*: Greece, Israel, Lebanon.

<sup>7</sup> E/CN.7/SR.356.

## CHAPTER II

### IMPLEMENTATION OF THE TREATIES AND INTERNATIONAL CONTROL

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

29. Some representatives expressed regret<sup>8</sup> that the Protocol for Limiting and Regulating the Production of, International and Wholesale Trade in, and Use of Opium, signed at New York on 23 June 1953, had not yet come into force, since the major part of all illicit traffic was in opium, and proposed that the Commission should again urge Governments which had not already done so to sign and ratify the Protocol as soon as possible. Others felt that the only effective way to control the illicit traffic in all drugs was through an international instrument covering all drugs, such as the Single Convention, and pointed out that the 1953 Protocol would

<sup>8</sup> E/CN.7/SR.333.

come into force when the Single Convention was adopted, as an integral part of that Convention.

30. The Commission's attention was again drawn<sup>9</sup> to the large number of countries that had not yet become Parties to the 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 on 11 December 1946. The representatives of Hungary and Peru stated that their countries were about to accede to the Protocol and the observer for the Federal Republic of Germany informed the Commission that the ratification of the Protocol was ready for presentation to the *Bundestag* and that ratification would take place before the next session of the Commission.

<sup>9</sup> E/CN.7/SR.337.

**Annual reports of Governments made in pursuance of article 21 of the 1931 Convention, as amended by the 1946 Protocol**

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

32. The total number of countries for which annual reports for 1955 were submitted by 31 December 1956 was 134 (55 States and 79 territories). The following table shows the number of States and territories by continents for which information had been received by 31 December 1956 in annual reports for 1955.

	States 1955	Territories 1955	Total 1955
Africa .....	2	36	38
America .....	11	17	28
Asia .....	14	11	25
Europe .....	26	2	28
Oceania .....	2	13	15
	<hr/>	<hr/>	<hr/>
	55	79	134

33. The Commission examined<sup>10</sup> the *Summary of Annual Reports of Governments for 1955* (E/NR.1955/Summary and Add.1) covering annual reports received by the Secretary-General up to 31 December 1956. Following its usual practice, it agreed to examine mainly under this heading those chapters of the *Summary* dealing with subjects not specifically covered by other items of its agenda.

34. The Commission observed that the system of import certificates and export authorizations for the control of the international trade in narcotics was being satisfactorily carried out by Governments. Information relating to the control of manufacture and the domestic trade in drugs indicated an awareness on their part of the necessity of keeping a constant watch over the movement of drugs in the licit trade.

35. With reference to paragraph 361 of the *Summary*, the representative of Austria stated that the twenty-three firms mentioned in the last sentence were authorized to manufacture preparations only, but did not convert narcotic drugs for that purpose.

36. Governments were also making noteworthy efforts for the strict control of raw materials such as the opium poppy, cannabis plant and the coca leaf. In the legislation of several countries these substances, along with some others such as diacetylmorphine, were prohibited items.

37. The Commission observed that the communication of annual reports was in general satisfactory. Annual reports had been received for the first time from Macao and St. Tomé and Príncipe Islands.

<sup>10</sup> E/CN.7/SR.357 and 370.

38. Nevertheless, it was again noted that several countries, listed in table II of the addendum, had not communicated an annual report for 1955. In this regard, the Commission wished to appeal to all Governments to pay special attention to the need for strict application of the provisions of the international narcotics treaties.

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

39. Governments are required, in pursuance of the relevant articles of the 1912, 1925, 1931 and 1936 Conventions, as amended, to communicate to one another, through the Secretary-General, the texts of laws and regulations promulgated in order to give effect to those Conventions. During the period 15 March 1956 to 15 March 1957, a total of 182 legislative texts were communicated to the Secretary-General in respect of thirty-five States and thirty-five territories.<sup>11</sup>

40. Economic and Social Council resolution 626 C III (XXII), adopted on the recommendation of the Commission, provided that an annual cumulative multi-purpose index of laws and regulations should be prepared, and that the former annual summary of laws and regulations should be discontinued as such.

41. The Commission examined<sup>12</sup> the index of laws and regulations<sup>13</sup> which covered laws and regulations on narcotics under international control received from Governments which had been reproduced and distributed by the United Nations in the series E/NL. . . . for the period 1947 to 30 September 1956. The index was in three parts. Part I incorporated, in alphabetical order, the individual countries and territories. In respect of each country a list was given of the drugs and other relevant subjects (e.g. domestic and international trade; labelling of drugs) mentioned in their laws, the appropriate E/NL number being given against each. Part II listed in alphabetical order the drugs under national and international control, including the primary natural products — opium, coca leaf and cannabis. The countries and territories in whose laws the above-mentioned items appeared were listed under each drug, followed, where appropriate, by the relevant subjects, again accompanied by the corresponding E/NL number. Part III contained amongst the relevant subjects to which reference was made in the previous parts primarily those of legal nature and those relating to licit or illicit production, distribution or use of narcotic drugs.

42. The Commission was of the opinion that the cumulative index provided comprehensive reference to the various aspects of laws and regulations at all times and would be of great practical use, both nationally and internationally. In particular, it would assist in arriving at the continuous mutual disclosure by parties of their legislative positions in relation to the Conventions.

<sup>11</sup> For details, see E/CN.7/317, paras. 44 and 45; E/CN.7/317/Add. 4, paras. 44.1 and 45.1.

<sup>12</sup> E/CN.7/SR.348.

<sup>13</sup> E/NL.1956/Index.



43. The Commission examined<sup>14</sup> the annual summary tabulation on changes in the scope of narcotics control for 1956,<sup>15</sup> which had been prepared by the Secretariat, also in pursuance of Council resolution 626 C III (XXII).

44. The Commission observed that the document covered information received by the Secretariat between 1 October 1955 and 31 December 1956 on legislative and other action taken by Governments with a view to extending or reducing the scope of their narcotics legislation. Such information was extracted from the legislative texts transmitted during that period by Governments in accordance with article 30 of the 1925 Convention and article 21 of the 1931 Convention, as well as from the annual reports of Governments for 1955. A list of the laws and regulations covered by the document was annexed; these laws and regulations had been communicated as they were received to all Governments in accordance with the requirements of the relevant conventions.

45. In connexion with the chapter relating to drugs not under international control, the Commission's attention was particularly drawn to the action taken by the Government of France in placing the drug levallorphan under national control. The representative of France informed the Commission that levallorphan had been placed under control in France, although this substance was not addiction-producing nor easily convertible into an addiction-producing drug, since a manufacturer of levallorphan would have available the technical skill, the chemicals and equipment for making the narcotic drug levorphan. In this connexion, he recalled that the Commission had, at its eleventh session,<sup>16</sup> recommended that Governments take steps to guard against the illicit manufacture of levorphan whenever levallorphan was manufactured.

46. The Commission, in taking note of the document on changes in the scope of narcotics control for 1956, considered that, in general, the national legislation or administrative measures promulgated during the year reflected a satisfactory awareness on the part of Governments of the need to carry out their obligations in this respect under the international narcotics treaties.

#### Report of the Division of Narcotic Drugs

47. The Commission considered<sup>17</sup> the report of the Division of Narcotic Drugs for the period 15 March 1956 to 15 March 1957 (E/CN.7/317 and Add.2 and 4). Those parts of the report dealing with separate items of the agenda are discussed under the relevant headings.

48. The Commission wished to place on record its appreciation of the work accomplished by the Division during the year under review.

<sup>14</sup> E/CN.7/SR.342.

<sup>15</sup> E/CN.7/329.

<sup>16</sup> *Official Records of the Economic and Social Council, Twenty-second Session, Supplement No. 8* (E/2891), para. 74.

<sup>17</sup> E/CN.7/SR.333 and 342.

#### Use of non-proprietary names for narcotic drugs under international control

49. The general use of international non-proprietary names for all narcotic drugs would be very helpful to international as well as national control organs. The World Health Organization has developed a procedure for the adoption of such names for all drugs including narcotic drugs; this procedure is summarized briefly below.<sup>18</sup>

50. "Proposed" names are published in the *Chronicle of the World Health Organization* and are notified by letter to States members of WHO and the national pharmacopoeia commissions or other bodies designated by member States. Notice may also be given to persons having an interest in the name. If no formal objection from any interested person is filed within four months of the date of publication in the Chronicle, the "proposed" name becomes a "recommended" name and the same procedure of notification is followed as in the case of the proposed name. States members of WHO are, at the same time, requested to recognize the recommended name as the non-proprietary name for the drug and to prevent the acquisition of proprietary rights therein. No name may be selected as a recommended name if and as long as there exists any formal objection to it.

51. At its eleventh session, the Commission requested the Secretariat to explore, in consultation with WHO and other technical bodies concerned, the possibility of evolving an alternative or supplementary system of designating new narcotic drugs more simply and speedily than at present and to place this question on the provisional agenda of the twelfth session.<sup>19</sup>

52. During its twelfth session, the Commission considered a note by the Secretary-General prepared in response to this request (E/CN.7/331/Rev.1).<sup>20</sup> In drawing up this document, the Secretariat benefited from the advice of WHO and also had at its disposal information which WHO had obtained on the subject during earlier consultations with the Union for the Protection of Industrial Property.

53. The Commission noted from the document that, if substantial simplification and acceleration were to be achieved, it would be necessary to eliminate the need for a world-wide inquiry each time a non-proprietary name is recommended. One must be sure in advance that the names chosen by the new procedure were not the same as or did not closely resemble relevant trade names in any of the numerous countries; they should be capable of being protected all over the world against appropriation by private interests, and to this end they would have to be sufficiently distinctive in the various languages. Treaty stipulations providing for the pro-

<sup>18</sup> *Official Records of the World Health Organization, No. 60, annex 3* (pp. 55-56).

<sup>19</sup> *Official Records of the Economic and Social Council, Twenty-second Session, Supplement No. 8* (E/2891), para. 65; see also Council resolution 548 B II (XVIII).

<sup>20</sup> E/CN.7/SR.348 and 357.

tection of the names so selected would have to be generally accepted.

54. The representative of WHO explained that it was hardly possible to select any name of reasonable length which, after sufficient search, would not be found to have possibilities of conflict with existing rights or would not be incapable of protection in any of the numerous countries of the world. In view of the delicate problems involved, it was hardly possible at present to evolve a practical system essentially different from the one followed by WHO. This system was based on goodwill and confidence. The representative of WHO feared that any attempt to adopt a mandatory system such as that outlined in the document E/CN.7/331/Rev.1 might seriously interfere with the efficient working of the present procedure which was being successfully applied by his organization. He invited the Commission to consider whether there was at present any need for an alternative system applicable to narcotic drugs since, as a result of recent actions by WHO, either a "recommended" or a "proposed" international non-proprietary name existed for all drugs under international narcotics control, except for those which were known by traditional names.

55. The Commission decided to request the Secretariat to study, in co-operation with the World Health Organization, the possibility of applying a procedure such as that outlined in document E/CN.7/331/Rev.1, and to draft suitable provisions for consideration for inclusion in the Single Convention.

#### Universal Postal Union

56. The Commission noted<sup>21</sup> an oral report of the representative of the Secretary-General on decisions taken by the Executive and Liaison Committee of the Universal Postal Union in respect of the regulation of international consignments of narcotic drugs by mail. The Committee which met at Lausanne, Switzerland, from 1 to 13 April 1957, decided to propose to the Universal Postal Congress (scheduled to convene in Ottawa, Canada, in August 1957) certain revisions of the postal treaties as suggested by the Commission.<sup>22</sup>

57. These revisions<sup>23</sup> are intended to ensure that the restrictions placed on the international transportation of narcotic drugs by mail should be applied to all drugs falling under international narcotics control. The restrictions involve the absolute prohibition of international consignments by letter mail, and the prohibition of international consignments by parcel post except to those countries which permit the import of such parcels for medical and scientific purposes.

58. The Committee of the Universal Postal Union decided, however, that the postal treaties should not

<sup>21</sup> E/CN.7/SR.333 and 357.

<sup>22</sup> *Official Records of the Economic and Social Council, Fourteenth Session, Supplement No. 8 (E/2219)*, paras. 138-140; *Sixteenth Session, Supplement No. 4 (E/2423)*, paras. 199-202; *Twentieth Session, Supplement No. 8 (E/2768/Rev.1)*, para. 28; *Twenty-second Session, Supplement No. 8 (E/2891)*, paras. 66-70.

<sup>23</sup> Universal Postal Union document Cel/1/57/Doc. 5 and annex, proposition 3042 (provisional number).

include a provision prohibiting consignments of narcotic drugs to a post office, or to a bank for the account of a third party. The Committee held that the place for such a prohibition, if any, would be in the treaty law on narcotic drugs.

#### Scope of control

59. In accordance with article 1 of the 1948 Protocol, two new synthetic drugs and their salts had been placed under international control during the year.<sup>24</sup> In addition, appropriate decisions had been requested in regard to the new synthetic drugs promedol and morpholino-ethylmorphine, respectively.<sup>25</sup>

60. The Commission also noted that the Government of Switzerland had requested, in accordance with article 3 of the 1948 Protocol, that the dextro-rotatory form of the drug 3-hydroxy-N-phenethylmorphinan (placed under international control in 1955<sup>26</sup> should not be subject to the control prescribed by the international narcotics treaties.<sup>27</sup> In this connexion, the representative of the World Health Organization informed the Commission<sup>28</sup> that the Swiss request had been considered by the Expert Committee on Addiction-Producing Drugs which had deferred a decision in view of the insufficient evidence available.<sup>29</sup>

61. The Commission was informed<sup>30</sup> by the representative of France of a notification under article 1 of the 1948 Protocol recently communicated by the Government of France in respect of a new substance d-2,2-diphenyl-3-methyl-4-morpholino-butyryl-pyrrolidine, known by the symbol R.875. The notification stated that the experiments carried out in France had shown that the drug was a powerful analgesic, but had not been conclusive as to its addiction-producing properties. However, as its formula was very similar to that of phenadoxone, the French Government had considered it advisable to set in action the procedure laid down in the 1948 Protocol for placing drugs under international control. There was reason to believe, on the basis of experiments carried out at Lexington Hospital, Kentucky, that it was dangerous. He therefore proposed that the Commission should recommend that this substance be placed under provisional control, in accordance with article 2 of the 1948 Protocol, pending a final decision by WHO.

62. The representative of WHO informed the Commission that his organization's attention had first been drawn to the substance known as R.875 by the widespread publicity it had received in the public press. Experiments on five former morphine addicts at Lexington Hospital during the last three months of 1956 had shown that this substance had strong addiction liability, although it had been generally thought that dextro-

<sup>24</sup> E/CN.7/317, paras. 37 and 38.

<sup>25</sup> E/CN.7/317/Add.4, paras. 37.1, 37.2 and 37.3.

<sup>26</sup> E/CN.7/306, para. 51 (i).

<sup>27</sup> E/CN.7/317, paras. 39 and 40.

<sup>28</sup> E/CN.7/SR.335.

<sup>29</sup> E/CN.7/323, section 5.1.

<sup>30</sup> E/CN.7/SR.354, 369 and 373.

rotatory forms of synthetic narcotic substances were not addiction-producing.

63. This information was confirmed by the representative of the United States, who stated that the experiments at Lexington Hospital and his own laboratory had been communicated to the manufacturer of R.875. The tests showed that it was a very potent analgesic, with an addiction liability slightly below that of the methadone series.

64. The Commission decided unanimously, in accordance with article 2 of the 1948 Protocol, that the measures applicable to drugs specified in article 1, paragraph 2, group I of the 1931 Convention should provisionally apply to the substance d-2, 2-diphenyl-3-methyl-4-morpholino-butyryl-pyrrolidine, also known by the symbol R.875, pending receipt of the decision or findings of the World Health Organization.

#### List of drugs under international control

65. The Commission observed<sup>31</sup> that the Secretariat had prepared a revised list of basic narcotic drugs coming under the international narcotics treaties, giving synonyms in over twenty languages.<sup>32</sup> It noted that this list had been reviewed by the group of experts<sup>33</sup> selected from the relevant WHO body. The suggestions of this group had been incorporated in the list; a large number of new names had been collected by the Secretariat and incorporated. The Commission was informed that the list, which would be similarly reviewed periodically so as to provide for new drugs, would be published later in the year.

66. The Commission noted that the Secretariat had also compiled a short table of narcotic substances under international control designed essentially for reference purposes.<sup>34</sup> This list covered English and French international non-proprietary names, the Spanish version of which would be added when the WHO Expert Committee had made its recommendations about them. It recognized a difficulty existing in the control of narcotic drugs, at both the national and international levels, namely, the need for the establishment of standardized terminology in relation to the ever-growing number of substances being placed under international control and the increasing complexity of their nomenclature. The Commission considered that, while modifications could be examined, the list was a useful reference document and, as it stood, would be of practical value to national authorities and to international control organs.

#### Report of the Permanent Central Opium Board and Estimated World Requirements of Narcotic Drugs: Statement of the Drug Supervisory Body

67. The representative of the Permanent Central Opium Board (PCOB), Mr. Herbert L. May, intro-

<sup>31</sup> E/CN.7/SR.342 and 357.

<sup>32</sup> E/CN.7/317, para. 49; E/CN.7/317/Add.4, para. 49.1.

<sup>33</sup> See E/2891, paras. 85 and 86.

<sup>34</sup> E/CN.7/317/Add.3.

duced<sup>35</sup> the Report to the Economic and Social Council on the Work of the Board in 1956 (E/OB/12).<sup>36</sup> As regards countries which were reported therein as not having furnished complete statistics, some countries, notably Brazil and Tunisia, had supplied almost complete statistics since the publication of the report. Bolivia had sent a full report on coca leaf exports for 1955 and Spain on the manufacture of drugs for the same year. Guatemala had filled in the gaps in its previous statistics. The passage on diacetylmorphine relating to the United Kingdom had been revised; in 1955, a considerable amount of the diacetylmorphine consumed in that country had been used as a base for the manufacture of nalorphine: the figure for the increase in consumption in 1955 as compared with 1954 was 9 kg instead of 28.

68. The representative of the Board replied to various queries raised by representatives on the Commission. He pointed out that the Board always included in its report a special note on any marked irregularities. Discrepancies in stocks and between exports and imports to different countries could be noted from the table.

69. Reference was made to the increased production in 1956 of opium in Afghanistan, and to the high rate of consumption of synthetic drugs in Denmark.

70. It was noted by the Commission that, while the world licit production of opium in 1955 amounted to 820 tons, the total utilization was about 860 tons, most of the opium produced going into codeine consumption.

71. The Commission emphasized that Governments should be urged to co-operate with the Permanent Central Opium Board in supplying data promptly.

72. The Commission decided to remind Governments which had not yet complied therewith of the recommendation in Economic and Social Council resolution 548 F I (XVIII) regarding the discontinuance of the medical use of cannabis.

73. It was suggested that it would be helpful to the Board if all producing countries would report opium production in terms of uniform consistency. Representatives of the producing countries agreed to co-operate in so far as possible.

74. Mr. C. H. L. Sharman, the representative of the Drug Supervisory Body, introduced<sup>37</sup> the statement of that body on *Estimated World Requirements of Narcotic Drugs in 1957* (E/DSB/14)<sup>38</sup> and replied to queries made by representatives on the Commission. The importance of the estimate system was emphasized by several representatives, in particular, the role it had played in reducing the volume of illicit traffic.

75. The Commission expressed its appreciation of the reports of the Permanent Central Opium Board and the Drug Supervisory Body.

76. Technical matters referred to in the discussions are mentioned as appropriate in other sections of the present report.

<sup>35</sup> E/CN.7/SR.337, 346, 349 and 370.

<sup>36</sup> United Nations publication, Sales No.: 1956. XI. 4.

<sup>37</sup> E/CN.7/SR.338.

<sup>38</sup> United Nations publication, Sales No.: 1956. XI. 5.

## CHAPTER III

### ILLICIT TRAFFIC <sup>39</sup>

#### Introduction

77. The Commission observed that, in accordance with its decision taken at the eleventh session,<sup>40</sup> the Committee on Illicit Traffic, consisting of the representatives of Canada, Egypt, India, Iran, Mexico, Turkey, the United Kingdom and the United States of America, had met in closed session at United Nations Headquarters, New York, on 24 April 1957. The Committee elected Mr. K. C. Hossick (Canada) as Chairman and Mr. A. Ismail (Egypt) as Vice-Chairman. The Committee continued to meet after the opening of the Commission on 29 April and held a total of ten meetings on 24, 25, 26 and 30 April and 1, 8 and 9 May 1957.

78. Observers from Cambodia, Israel, Japan, Laos, Lebanon, Morocco, Portugal and Thailand attended the Committee's meetings. Observers from the International Criminal Police Organization (ICPO) and the Permanent Anti-Narcotics Bureau of the League of Arab States were also present.

79. The Committee wished to place on record its appreciation, which was shared by the Commission, of the work of ICPO for the year 1956 as presented in the report <sup>41</sup> of that organization, and of the assistance and information made available to it by Mr. J. Nepote, the representative of ICPO. The Commission hoped that a representative of that organization would continue to attend future sessions of the Committee and the Commission.

80. The Committee on Illicit Traffic and the Commission wished to record their appreciation of the presence of Mr. Safwat, representative of the Permanent Anti-Narcotics Bureau of the League of Arab States, and the Commission hoped that a representative of the Bureau would continue to attend future sessions of the Committee and the Commission. In connexion with the note transmitted by the Director of the Bureau,<sup>42</sup> a majority of the members of the Committee on Illicit Traffic considered that the information contained therein was, in general, useful. Nevertheless, some members wished to place on record their comments regarding the note, as follows. The observer from Lebanon stated that several of the statements therein relating to his country were insufficient and that his Government alone was authorized to convey official information on the illicit traffic involving his country. The representative of Turkey and the observer from Israel went further in their criticisms of the information given in the note relating to their respective countries. In particular, they mentioned that there had been no communication with

the authorities of their countries with regard to the statements made in the note, and they considered such information as totally invalid and unacceptable. Furthermore, the representative of Turkey expressed astonishment at the statement as to the usefulness of a report the text of which had been only very cursorily discussed in the Committee, because adjournment had been proposed, and which had not been discussed at all in the Commission. That report, which had even been contested by States members of the Arab League, was based on pure supposition and personal deductions. The observer from Israel wished to be associated with these remarks.

81. The Commission expressed its gratitude for the assistance and information made available to the Committee and the Commission by the observers of countries who were present during the meetings. Nevertheless, the Commission remarked that the absence of observers from a few countries, despite repeated invitations to the Governments concerned, had hampered its work to some extent. The Commission hoped that in future better co-operation would be forthcoming from Governments who had been invited to send observers to attend its meetings.

82. The Commission noted that a working group, consisting of the representative of India, Turkey and the United Kingdom on the Committee on Illicit Traffic, had been established to study means of facilitating the consideration of documents presented to the Committee, of further improving their content and of avoiding overlapping. It took note of the suggestions made in this regard.

83. The Commission approved the continuation of the practice of having a Committee on Illicit Traffic meet three working days in advance of the Commission's regular session, and nominated the following countries to be represented on the Committee in 1958: Canada, Egypt, France, India, Iran, Mexico, Turkey, the United Kingdom and the United States of America.

84. The Commission also decided to invite observers from the following countries to attend the meetings of the Committee and the relevant sessions of the Commission: Afghanistan, Burma, Cambodia, Colombia, Cuba, Denmark, Israel, Japan, Jordan, Laos, Lebanon, Morocco, Portugal, Switzerland, Syria, Thailand and Viet-Nam.

#### Review of the illicit traffic

##### I. SALIENT FEATURES

85. The Commission noted that the basic feature of the illicit traffic remained unchanged, i.e., that it was supplied almost entirely from illicit sources, was well-organized and had widespread international ramifications.

<sup>39</sup> E/CN.7/SR.337, 346, 349, 350, 351 and 354.

<sup>40</sup> *Official Records of the Economic and Social Council, Twenty-second Session, Supplement No. 8 (E/2891), para. 94.*

<sup>41</sup> E/CN.7/322.

<sup>42</sup> Distributed to members of the Commission and to the States referred to in the note of 15 March 1957, under reference SOA.109/1/04 (3).

86. The representative of France described the prolonged investigations undertaken by the French authorities, resulting in the arrest and conviction of a well-known international trafficker whose activities had been a matter of much concern, for some years past, to the Commission. The Commission regarded this case as confirmation of what had been suspected for a long time, and wished to refer to it in some detail, if only to show the nature of the illicit traffic and the great difficulties confronting enforcement authorities in carrying out investigations. Apparently, in this case, the traffic in opiates originated in the Middle East and was routed through France to terminal points in the United States and Canada, either direct or via Cuba. The opium was generally treated close to the producing country since it was easier and less expensive to transport in the form of a fairly pure morphine base. The Turkish representative pointed out that the conversion generally took place in countries where penalties were less severe. At a later stage of the journey, the drug was treated for a second time in clandestine laboratories and converted to diacetylmorphine; whenever any one clandestine laboratory was eliminated, by good work or good fortune on the part of the police, the traffic "ring" transferred its activities to another country. The head of the organization, with the aid of relatives, was carrying on a cannabis traffic between Lebanon and Gaza and was also directing two separate channels of drug traffic between the Middle East and France. Consignments of drugs were shipped either to Canada, often via Le Havre, or to the United States. With the co-operation of the Cuban authorities, a number of persons were apprehended in Havana and are now in France. Financial settlements were made through a Zurich bank, payments being made to an account opened in the name of a Beirut banker.

87. The Commission heard with great interest the account by the representative of France and wished to commend the French authorities on their untiring efforts to bring this trafficker to book. The world-wide ramifications and the highly complex organization of the international gang described were corroborated by the representatives of Canada, the United Kingdom, the United States of America, the ICPO, the Permanent Anti-Narcotics Bureau of the League of Arab States, and the observer of Lebanon. Interesting accounts highlighting the international scope of the illicit traffic were also presented by several members of the Commission regarding the activities of notorious and dangerous traffickers such as Samil Khoury, D'Agostino, Max Gossmann, Mondolini, Omar al Makkouk, "Lola la Chata", Kalyopi Kalogrides; the criminal records of some of these stretched back before the Second World War. The Commission commended the authorities of the countries that had arrested these traffickers as examples of devotion to duty in the constant struggle against traffickers.

88. The representative of the United States mentioned particularly that during the past year one of the most notorious traffickers in his country, Settimo

Accardo, had been apprehended; however, while on bail, he had fled the country and was now known to be in Italy. The United States Government would greatly appreciate any assistance that the Italian authorities might render which would aid in bringing this criminal to justice.

89. The Commission was struck by the ease and flexibility with which international traffickers moved from country to country. It wished to draw the attention of Governments to the highly-organized nature of the traffic and its widespread international ramifications, the considerable financial backing that was apparent in the several narcotics smuggling "rings" that had been uncovered, and the dangerous and conspiratorial methods of operation of the gangs.

90. The Commission noted the great number of difficulties confronting the enforcement authorities in their investigations, particularly in the collection of evidence sufficient to lead to convictions of high-level traffickers who were seldom personally involved in offences. It emphasized the need for close co-operation between the authorities of all countries and to the prompt exchange of all pertinent information which might assist investigations in other countries. It observed that such co-operation between the authorities of many countries already existed in several parts of the world and wished to commend, in particular, the Bureau of Narcotics of the United States of America, whose agents were working in close co-operation with the enforcement authorities of many countries.

91. An aspect of the traffic which was brought to the attention of the Commission was the recently observed connexion between gold smuggling and narcotics trafficking, and the use by traffickers of telephonic communications and banking facilities. The Commission considered that enforcement authorities should not be handicapped in their unequal struggle against a traffic which was in some respects of a highly conspiratorial nature, and drew attention to the advantages to be derived from wiretapping and to investigation of banking procedures.

92. Several members informed the Commission of the penalties imposed during the year in narcotics cases where convictions had been obtained. The representative of Turkey explained that very severe penalties had been imposed on offenders and mentioned two sentences recently pronounced by the courts (in February 1957): in one instance, the accused was sentenced to life imprisonment plus a fine of T. £200,000; in the other, the death sentence was pronounced upon the principal trafficker, and his accomplices received prison sentences of eleven years or more. The representative of Mexico informed the Commission of the heavy penal sentences imposed upon traffickers and added that all foreigners convicted of narcotic offences or known to be addicts were deported from his country. Severe penalties, including the death penalty, were provided for by the regulations for the suppression of opium and other narcotic drugs during the period of national emergency, promulgated by the Chinese Government on 3 June

1955. The observer of Lebanon mentioned that a new law had been proposed by his Government to the Chamber of Deputies, according to which life imprisonment would be imposed on traffickers. The Commission reiterated its views regarding the imposition of heavy penalties on convicted traffickers, and stressed the importance of severe prison sentences as an effective deterrent to trafficking.

93. As regards individual drugs, the Commission observed that opium and opiates were still by far the most important drugs involved in the internal and international traffic. Several clandestine factories for the manufacture of crude morphine and/or diacetylmorphine had been discovered during the past year, and there was reason to suspect the existence of others. The tendency, commented upon at the past two sessions, for conversion into morphine and diacetylmorphine to take place near the area of cultivation of opium seemed to be well established. This had, in effect, rendered considerably more difficult the task of enforcement authorities, particularly of those countries which were known to be the victims of the social evil of drug addiction, such as Canada, Egypt and the United States, who were now faced with an organized chain of traffickers with far-flung connexions.

94. The representative of China stated that the overwhelming bulk of the illicit traffic in opium and opiates during the past few years had been reported from the Far East. He drew the Commission's attention to official information made available to the Commission at the current session as well as at some of its previous sessions and, in this connexion, stressed that there was increasing evidence that the mainland of China was the principal source of this traffic. It was apparent that the régime on the mainland of China was actively engaging in the illicit traffic in drugs in order to further its political aims, and also because the traffic was an excellent source of revenue for financing communist activities abroad and for purchasing strategic materials.

95. The representative of India felt that it was not correct for the Commission to place on record the serious charges made against the People's Republic of China when no representative from that country was present to present any defence. The figures for opium production were startling and there was nothing to substantiate them. The representative of the United Kingdom pointed out that the Governments concerned knew only the countries of transit; they had been careful not to state positively the exact area where "Yunnan" opium was produced. Obviously, they did not have sufficient evidence that the opium originated in the People's Republic of China. The representative of the USSR made the following statement: The intervention of the representative of Chiang-Kai-Shek was one of a long series of fabrications made with the object of slandering the People's Republic of China. Insinuations of this nature, which were completely without foundation, could not but hamper the normal course of the Commission's work. The representative of Yugoslavia felt that it was not proper to accuse a country which was

not represented in the Commission; the representative of Hungary also stressed that it was not fair to make accusations in the absence of one of the parties. The representative of France felt that it was as incorrect to say that all the opium seized in the Far East originated on the mainland of China as it was to say that none of it came from that country. He recalled in this connexion the offer of 500 tons of opium from the mainland of China which had been reported by the United Kingdom at the fifth session, when the Commission had recommended that the international control organs should attempt to ascertain the origin of the opium.

96. In reply, the representative of China said that all the figures he had given had been based on official documents of the Secretariat. He had presented them to the Commission not for political reasons, but in the interests of enforcing strict control of narcotic drugs throughout the world.

97. The Commission expressed grave concern at the increasing traffic in cannabis all over the world. It considered its duty to draw the attention of Governments to this serious problem, of additional significance in that use of cannabis can be considered at times as an introduction to addiction to the "white" drugs.

98. The traffic in cocaine was, in general, observed to be at a low level. Nevertheless, the representative of the United States informed the Commission of the existence of a significant traffic in cocaine involving Cuba, the probable sources of the drug being Bolivia or Ecuador. The Commission also noted information given by the representatives of the United States and France regarding the growing use of Cuban territory as a base or transit point for the smuggling of narcotics between Europe and the American continent.

99. The Commission agreed that, although the seizures of synthetic drugs reported were not considerable, in view of the concern felt by some members at the increase in the percentage of drugs seized and the persistence of seizures, it should continue to keep a careful watch on this problem. The representative of the United States stressed the utility of the 1948 Protocol in successfully preventing an almost certain indiscriminate and widespread misuse of synthetic drugs all over the world. However, the representatives of France, Turkey and Yugoslavia were unable to share this view. The Commission regretted that the Protocol had not been more widely ratified.

100. During its consideration of the information made available to it, the Commission's attention was again focused upon the question of the origins of drugs seized in the illicit traffic. Several members indicated that references to their respective countries as countries of origin had been made in official reports by countries making the seizures without the previous consultation envisaged in the Commission's resolution adopted at its tenth session.<sup>43</sup> In connexion with the question of origins, the representative of India emphasized that investigations carried out by the Indian authorities

<sup>43</sup> *Official Records of the Economic and Social Council, Twentieth Session, Supplement No. 8 (E/2768/Rev.1), annex B, VI.*

regarding a few opium seizures mentioned to be of Indian origin had revealed that the opium involved had in fact been licitly consigned to another country and that, if leakage into the illicit traffic occurred, it must have been from that country and not from India.

101. The Commission recognized that the problem of origin or source was very difficult, since it was most important to safeguard countries from ill-founded charges and yet the enforcement agencies needed to have over-all knowledge of the routes followed by the illicit traffic in order to combat it effectively. It was hoped that scientific research, including the determination of origin, would help to provide a solution to this problem with regard to opium, and that samples of seizures would continue to be made available to the United Nations Laboratory.

102. The Commission considered that the information made available in official reports on the origins of drugs seized in the illicit traffic, although incomplete and very inadequate, was the main means of ascertaining certain facts in the illicit traffic and was, therefore, doubly precious. Nor, on a sample basis, when a large number of reports were concerned, was 5 per cent or 10 per cent a negligible figure. These samples did, in fact, help a great deal to give information on routes and trends, and they served to complement other kinds of information. Moreover, it was the obvious duty of Governments, laid down in article 23 of the 1931 Convention, to report information on origins in connexion with seizures. The Commission felt that Governments should give careful attention to the two related aspects of this question, viz., to increase these reports on origins and, at the same time, to increase their consultations with other Governments about them. The Commission wished to point to the facilities offered by ICPO for the prompt dissemination of information on traffickers which was at the disposal of Governments.

103. The representative of Turkey drew the attention of the Commission to the fact that, in order effectively to combat the illicit traffic, it was not enough to concentrate on origins: the problem must be studied as a whole from a wider point of view. The fact that narcotic drugs existed was not sufficient reason to explain illicit consumption; if this were so, all the opium-producing countries would have been seriously affected. Fortunately, this was not the case, and although India and Turkey were major producers, drug addiction in those countries was at an extremely low level. Attention must therefore be paid to the other related aspects of the question, namely, on the one hand to the control system prevailing in the countries of transit, particularly at the frontiers, and, on the other, to the attraction offered by the consumer market, which encourages traffickers to cross frontiers. The question had three integral phases, and if both legislative and administrative measures were not applied with the same degree of severity in all three, there would always be a flow of traffic. It was, therefore, essential to impose on traffickers as severe penalties as possible throughout all the phases of the illicit traffic (production, transport and consumption) in order that a complete and effective fight might be carried on,

104. Finally, the Commission adopted unanimously a resolution<sup>44</sup> under which, noting the considerable volume of illicit traffic and the seriousness of the problem of this traffic in all its stages, and recalling that the Economic and Social Council had, on several occasions, requested Governments to give particular attention to the control of illicit traffic, would urge Governments (1) to apply strictly the provisions of Council resolutions 159 II A (VII), 246 E (IX), 436 C (XIV) and 548 J (XVIII); (2) to take appropriate measures to combat the illicit traffic, in particular by (a) increasing their efforts to detect and suppress the illicit production and manufacture of drugs and strengthening the measures for apprehending traffickers; (b) imposing on persons convicted of narcotic offences very severe penalties in every country; (c) reviewing preventive measures so as to give the competent administrative bodies the power to combat the illicit traffic; (d) arranging for the direct exchange of information relating to the illicit traffic with the competent authorities of other countries; (e) discharging fully the obligations placed on States Parties to the international narcotics treaties, particularly with regard to the communication of information regarding the illicit traffic.

## II. THE SITUATION AS REGARDS INDIVIDUAL DRUGS

### *Opium and opiates*

#### A. Raw opium

105. On the basis of reports received, it appeared that the total world seizures of raw opium for 1956 would be lower than the average for the past five years of approximately 50 tons a year. Nevertheless, the traffic in opium, it was observed, continued to be a serious problem in certain parts of the world. As in previous years, the traffic appeared to be concentrated in the regions of the Far East and the Near and Middle East. The Commission noted that the opium found in the illicit traffic was derived from licit as well as from clandestine cultivation, and moved by both land and sea routes. The large quantities in individual seizures indicated that there was a considerable amount of illicit opium available.

106. The representative of the United Kingdom drew the Commission's attention to the critical illicit traffic situation in Hong Kong, the Federation of Malaya and Singapore which had imposed an almost intolerable burden on their enforcement and administrative services. Preventive action in regard to the illicit import of narcotics into Hong Kong had been rewarded by large seizures of raw opium, the overwhelming bulk of which had been seized on ships coming from Bangkok. Narcotic statistics covering the period under review revealed that 17,697 dangerous drug offences were committed, resulting in the arrest of 14,448 persons, some of whom were charged with more than one offence. With regard to the Federation of Malaya, the bulk of the opium seized was smuggled over the border with Thailand, or

<sup>44</sup> See annex II, resolution I.

by sea from Thai or Burmese ports. The opium, in the main, originated from the Thai/Burma/China border area, and is known locally as "Yunnan" type; smaller quantities smuggled came from India and Iran. The number of illicit smokers was gradually dropping and few of the younger generation were acquiring the habit. Responsibility for the suppression of the illicit traffic had been transferred from the customs department to the police force in May 1956. In Singapore, the bulk of the opium seized was identified as being of "Yunnan" origin. There was a considerable decline in the amount of Iranian opium seized as compared with the previous year; on the other hand, opium of "Yunnan" origin accounted for 66.2 per cent of the seizures in 1956.

107. The Singapore Central Narcotics Intelligence Bureau had continued to expand and some 30,000 suspect names and addresses were now on record. Liaison and training visits were received from narcotic enforcement officers of the Federation of Malaya, Sarawak and India, and officers from Singapore visited the Persian Gulf, Calcutta, Sarawak and Colombo during the year in connexion with anti-narcotics measures and investigations. There was a constant interchange and dissemination of narcotics smuggling intelligence reports with various narcotic agencies, mostly in the eastern hemisphere.

108. The Government of the United Kingdom was glad to note the efforts by the Thai authorities to intercept the smuggling of narcotics, and appreciated the exchange of visits of enforcement officers with that country and the territories concerned which had taken place during the year. The representative of the United Kingdom thought, however, that the Thai Government would have to redouble its vigilance in this regard, and he assured the Thai authorities of the fullest co-operation from his Government and those of the territories concerned.

109. The observer of Thailand stated that there still existed considerable smuggling of opium over the northern land frontiers into the interior of the country. Search parties of excise inspectors had been established at various centres of communication along the northern highways and railway junctions. During the year, a total number of 1,311 prosecutions had been instituted in respect of narcotic offences. However, the quantity of raw opium seized (2,785 kg) was considerably less than that seized during 1955 (35,524 kg). The traffic in opium found a market to some extent within Thailand itself, but much of it was also destined for export to places such as the Federation of Malaya, Hong Kong and Singapore. The observer of Thailand thought that effective control by the Burmese Government, more particularly regarding cultivation by hill tribesmen of the Shan States, would be helpful in curbing the flow of opium into his country.

110. The Commission noted that there was no official information from Burma regarding the illicit traffic in 1956. The representative of the United States informed the Commission that large seizures of opium were known to have been made in Burma, particularly in the Bhamo

district; some large seizures had also been made on board ships at Rangoon. Information had also been gathered regarding the increasing cocaine traffic in Burma, which was a serious development. The Commission considered it of great importance that the Burmese authorities should co-operate in the international struggle against the illicit traffic, and more particularly in the exchange of information relating to that traffic. It requested the Secretary-General to draw the attention of the Government of Burma to the relevant discussions and to urge that Government to submit promptly and regularly information relating to the illicit traffic in accordance with the international narcotics treaties to which Burma is a party.

111. The representative of India mentioned some of the strict measures that had been adopted in his country for the control of the licit trade in opium at all stages. Preventive arrangements in the growing areas had been intensified. The licensing principles for the 1956-1957 season aimed, as in previous years, at eliminating bad and undesirable cultivators, suppressing any unproductive tracts and securing contiguity of cultivation; the average yield of opium had registered an over-all increase. There had been a decline in the total number of seizures made and the quantity of opium seized (3,463 kg) as compared with the previous year; most of the seizures were in respect of opium of domestic origin. This was attributable to the effective preventive arrangements in the growing areas and much less opium was now getting into hands of smugglers. In September 1956, an All-India Narcotics Conference had made several recommendations for stricter control and these recommendations were now in the process of implementation.

112. Intensive preventive vigilance at the frontier and ports had resulted in several seizures of opium which was either in transit from foreign countries to other Far Eastern ports or in course of being exported from India. In this connexion, the Government of India appreciated the co-operation extended during the year by the central narcotics organizations of the countries with which arrangements for direct exchange of information exist. The representative of India, with reference to reports and documents indicating India as the country of origin or suspected origin of seized opium, informed the Commission that his Government had not received any communications or co-operation from the reporting countries, and drew attention in this connexion to the Commission's resolution on the subject of the origin of seized drugs adopted at its tenth session.<sup>45</sup>

113. There appeared to be no abatement in the traffic in opium in the Near and Middle East. Egypt had reported substantial seizures, the bulk of which had been effected on entry into the country. The usual routes of smuggling were either across the eastern frontiers via the Sinai desert or on board steamships via Egyptian ports or the Mediterranean and Red Sea.

114. The observer of Lebanon informed the Commission that the traffic in opium was entirely in opium

<sup>45</sup> E/2768/Rev.1, annex B. VI.



smuggled from foreign countries. Opium cultivation was prohibited under the Act of 18 June 1946, and was unknown in Lebanon; no clandestine cultivation in his country had ever been discovered. The illicit traffic was largely a transit traffic destined for Europe and Egypt by sea and air, as was proved by the seizures made at the frontiers, at the airport, in port and on ships. The ICPO and the United Nations had been informed of these seizures. His Government had not been able to definitely determine the origin of the opium seized and was communicating samples to the United Nations Laboratory for origin determination.

115. The observer of Israel mentioned that her country was the natural crossroads for smuggling drugs by land from the countries in the north to the countries of consumption, Egypt in particular. Smuggling was also carried out by sea along the coast, not far from Israel territorial waters. The Israel Government regretted that it was not receiving any co-operation from the neighbouring countries in the fight against the illicit traffic. In spite of this handicap, the authorities' relentless fight against smuggling of all types of narcotics through Israel territory showed encouraging results, as was borne out by the report of ICPO. The Israel Government regularly communicated all relevant information both to ICPO and to the United Nations.

116. The representative of Turkey drew the Commission's attention to the strict measures adopted in his country and to the results thereof. Opium cultivation was permitted only in specific regions determined by a decision of the Council of Ministers, and the authorities destroyed all other cultivation. His Government had taken all possible steps to prevent the leakage of opium into the illicit traffic. During the year, about 1,470 kg of opium, almost entirely of domestic origin, had been seized. Severe penalties (namely, more than 531 years' imprisonment, 117 years of local banishment, and T. £675,337 (\$241,163) in fines) had been imposed upon traffickers in terms of both fines and imprisonment. In this connexion, the Commission wished to commend the Turkish authorities upon the strict measures they had adopted against traffickers.

117. The representative of Turkey stressed that the fight against the illicit traffic required the close co-operation of all Governments. His Government fully appreciated the co-operation that had been extended by other countries in the direct exchange of information. Nevertheless, the Commission's resolution on the origin of seized drugs was still not being fully implemented, and his Government refuted all references to his country as the country of origin appearing in reports as unfounded and improper when such allegations had been made without the requisite prior consultation.

118. The representative of Iran recalled that the cultivation of opium was banned in his country, and his Government fully intended to combat the illicit traffic in drugs to its utmost. He gave details to the Commission on a number of seizures along the border with Afghanistan, samples of which had been sent to the United Nations laboratory, and considered that more

effective control in that country would be of assistance to his Government in carrying out its bold policy against the cultivation and consumption of opium. The Government of Iran had communicated relevant information regarding these seizures to the Afghan authorities, but had as yet received no reply.

119. The observer of Afghanistan, in response to inquiries made by some members of the Commission, gave details of the control system relating to narcotic drugs, particularly opium, in his country. In 1956, a new law<sup>46</sup> had been promulgated and it was hoped that the administration established thereby<sup>47</sup> would enable a stricter control to be exercised. Owing to the extensive frontiers of Afghanistan, smuggling across the border was relatively easy and the effective prevention of this smuggling required the assistance and collaboration of the neighbouring countries. In this connexion, he stressed that his Government was willing to co-operate fully with the neighbouring countries to suppress the smuggling of drugs.

120. The Commission observed that the opium traffic in Africa and Europe was generally a transit traffic involving mostly merchant ships and their crews, or individuals of particular national or racial groups.

121. The Commission noted that Mexico had continued the vigorous campaign commenced in 1944 to eradicate the clandestine cultivation of the opium poppy. The representative of Mexico stated that, during the year, 23,274 square metres of poppy plantations had been destroyed, and the results obtained each year in this systematic campaign had led to the almost complete destruction of poppy cultivation in the north-west of the country. The domestic consumption of narcotics extracted from the opium poppy did not represent a danger in Mexico.

122. The representative of Mexico drew the Commission's attention to the Regulations for Issue of Local Visitors' Cards, which require that such cards shall not be issued to aliens who are of bad conduct or addicted to vice or who for any other reason may be considered undesirable. Several aliens involved in trafficking had been deported during the year. There was close co-operation between his Government and the Government of the United States in their common struggle against the illicit traffic, and the Government of Mexico would continue to exercise constant vigilance in respect of traffic, particularly in opiates, coming from abroad.

#### B. Prepared opium

123. The Commission observed that the traffic in prepared opium was declining. The bulk of the seizures, as in the case of raw opium, were also reported by the countries in the Far East and the Near and Middle East. Apparently the traffic in opium is directed towards the substantial demand of a deep-rooted and persistent habit, despite the legal prohibition of opium-smoking almost without exception.

<sup>46</sup> See E/NL.1956/27.

<sup>47</sup> See E/CN.7/R.6/Add. 19.

124. The Commission recalled that the observer of Thailand had declared at its eleventh session that his Government fully intended to prohibit opium smoking with effect from 1 January 1957, and was anxious to know what steps had been taken in this regard.

125. The observer of Thailand informed the Commission that his Government had asked for expert advice from the United Nations in connexion with certain questions bearing on the carrying out of this policy. The main points of the recommendations of the expert sent by the United Nations to advise the authorities in Thailand as regard the sector of the problem concerned with the dismantling of the Government Opium Monopoly were as follows: (a) annual reduction of the amount of opium made available through the opium monopoly to smokers; (b) progressive raising of the price of this opium; (c) annual reduction in the number of opium shops licensed; (d) discontinuance of the tender system for opium shops; (e) completion of the register of opium smokers; (f) earmarking of the remaining profits during the run-down of the opium monopoly to be used for treatment and rehabilitation services.

126. The observer of Thailand wished to inform the Commission of the steps taken by his Government to implement the above recommendations: (a) In the years before the survey, the Government supplied an annual quota of approximately 16,000 kg of opium for public consumption at licensed opium shops. The quantity of opium supplied to opium shops for 1957 was reduced to 14,000 kg, beginning from 1 January. (b) Opium was previously sold at 4.50 bahts per gramme. The price was raised to 7.00 bahts per gramme, beginning similarly from 1 January 1957. (c) Before the survey, there were altogether 1,200 licensed opium shops in the whole country. This number could be reduced to 990 during 1957. The closure would be started with opium shops with the least number of smokers, and be carried out in proportion to the number of smokers and opium shops in each province. The Commission noted that this was one year's action and that annual reductions were intended.

127. The observer of Thailand also stated that his Government, in the light of one of the further recommendations of the expert, had sent a few medical officers to Singapore to study the methods of treatment for opium addicts used in that territory. He assured the Commission that his Government would continue to pursue all measures to eradicate this evil from his country.

128. The Commission wished to commend the Government of Thailand upon the steps it had already taken, and hoped that it would vigorously continue and complete its action so as to completely suppress the non-medical consumption of opium.

129. The Commission noticed that there still appeared to be some form of non-medical consumption of opium in Laos. On 28 May 1957, under cover of a note addressed to the Chairman of the Commission (E/CN.7/L.169), the Government of Laos stated that, since Laos was officially considered a non-producing

country, the Government was determined effectively to enforce the prohibition of the production and consumption of opium and opium derivatives throughout the national territory under its control, and to combat the illicit traffic by all means in its power. It would, however, point out that, as a consequence of the hostilities in Indo-China, it had been unable since 1953 to furnish information on production or on illicit traffic in the northern provinces of Samneua and Phong Saly, where the Government was unable to assume responsibility for events.

#### C. *Crude morphine, morphine base and diacetylmorphine (heroin)*

130. The Commission wished to emphasize that the reports relating to seizures of crude morphine, morphine base and diacetylmorphine indicated that the traffic in these drugs was still at a very high level. It noted that clandestine manufacturing activities were reported from several countries. A most noticeable feature of this traffic was the discovery of clandestine manufacture in the Far East and the Near and Middle East. In particular, during 1956 South Korea, Hong Kong, Lebanon and Iran had reported discovery of clandestine manufacture. In this connexion the Commission observed the tendency for the conversion process in some instances to take place closer to the regions of cultivation of opium; this had been the subject of comment during the two previous sessions. In consequence, the enforcement authorities, particularly of those countries which were known to be the victims of the social evil of drug addiction, such as Canada, Egypt and the United States, were faced with an organized chain of traffickers with far-flung connexions. The Commission wished to appeal to all Governments to co-operate more closely than ever before to meet this threat. In this connexion, members of the Commission observed the tendency for the conversion process in some instances to take place closer to the regions where penalties were less severe, rather than in those regions close to the areas of cultivation of opium. The representative of the United Kingdom did not agree that this was always the case and called attention to the situation in Hong Kong, where very severe penalties were being imposed for trafficking; it appeared to him that the clandestine activities discovered there were the result of the geographical situation of Hong Kong.

131. A matter of grave concern were the several indications which point to a growing use of the "white" drugs, also in these regions. The Commission received the impression, in particular, that there was increasing addiction to diacetylmorphine.

132. There did not appear to be an appreciable abatement in the traffic in crude morphine hydrochloride through Thailand. The Commission noticed that the drug was being smuggled from the northernmost part of the country down to Lampang and Bangkok by highway and railroad. It was then smuggled to Hong Kong and Singapore. There was an unimportant demand for domestic addicts, and the bulk of the contraband was destined for export.

133. The representative of the United Kingdom informed the Commission that several seizures had been made in Hong Kong of morphine in compressed block form. Such blocks, of high purity, continued to be imported along the Bangkok-Hong Kong sea route and were exclusively connected with that traffic. Seizures of crude morphine had also been made consequent upon the discovery of clandestine factories for manufacturing diacetylmorphine. There was also traffic in crude morphine between Hong Kong and Macao.

134. There had been a continuance of the very marked swing towards the use of diacetylmorphine, noted since 1954, and this drug had now displaced opium as the main drug consumed by local addicts. Of a total of 17,697 offences, 12,787 related to diacetylmorphine. The significant element was the large number of individual seizures, involving very small quantities of crude diacetylmorphine found in the possession of pedlars and addicts. The drug is generally inhaled; the use of the hypodermic syringe is in the main rejected by local addicts.

135. As a result of stringent measures of control, seven clandestine factories, together with quantities of raw materials and manufacturing paraphernalia, had been located and destroyed, and numerous high level traffickers convicted and sentenced to long terms of imprisonment. Several seizures were also made of diacetylmorphine pills and crude diacetylmorphine which were being smuggled by way of the passenger ferries and junk traffic between Macao and Hong Kong. Due to the proximity of the colonies, there was a close relationship between drug traffickers.

136. Some members of the Commission were surprised to hear of the method of consumption of diacetylmorphine prevalent in Hong Kong, and thought that it would be interesting to have further information on its physiological effects. The Commission noted with approval the great efforts of the authorities in that colony to curb the illicit traffic and wished to commend the Hong Kong Government in this regard.

137. The Commission considered that the information made available to it indicated the existence of clandestine manufacture of crude morphine in or around the Shan States and requested the Secretary-General to bring this matter to the notice of the Burmese authorities.

138. The observer of Portugal informed the Commission that strong steps had been taken by the Macao authorities for the effective suppression of illicit traffic in that province. As a result of the measures already taken, and also due to an increase in opium and morphine prices, a new tendency had been detected in the past few years, indicating a growing traffic in diacetylmorphine. There was no illicit manufacture of drugs and the illicit traffic was supported mainly by means of illicit imports, usually in small quantities concealed in luggage or on the person. There was no evidence of smuggling through the province. The observer of Portugal mentioned that a special brigade previously organized had given particular attention to the smuggling of diacetylmorphine and owing to the brigade's strong

action there appeared to be an abatement in this traffic. A special centre for the free treatment and rehabilitation of addicts has been in operation for some years now and good results were being obtained.

139. The Commission observed that diacetylmorphine was the main drug in the illicit traffic in the Republic of China. Almost all the narcotic drugs used by addicts in Taiwan were smuggled from Hong Kong by traffickers operating in collusion in the two territories. The smuggled drugs were all intended for sale in the illicit market in Taiwan and the outlying islands and not for transshipment. Several cases of smuggling were detected during the year, indicating the presence of complicated and extensive international smuggling "rings". The Commission noted with approval the heavy penalties imposed by the Chinese Government on convicted traffickers.

140. Diacetylmorphine continued to be the predominant feature of the illicit traffic in Japan. The seized contraband, of an average purity of about 60 per cent was generally smuggled into the country from abroad. The greater part of the illicit diacetylmorphine was intended for domestic consumption; but there were also indications of traffic towards the United States of America. Important aspects of the traffic were the large number of seizures of minute quantities in possession of addicts or pedlars, and the presence of foreign nationals in this traffic.

141. The Commission observed that illicit sales of diacetylmorphine constituted the bulk of the traffic in South Korea. Diacetylmorphine was illicitly manufactured from raw opium obtained from clandestine cultivation in isolated mountainous areas and islands. There was no specific or large-scale equipment for such illicit manufacture, and the amount manufactured each time was probably very small. According to information communicated by the South Korean Government, raw opium and crude diacetylmorphine were also being smuggled from North Korea by way of illicit marine transportation. Most of the illicit diacetylmorphine was destined for domestic consumption and not for export.

142. The representative of the USSR drew attention to the fact that the Government of South Korea was not complying with the provisions of the resolutions adopted by the Commission at its tenth session regarding preliminary investigations and joint inquiries to be undertaken with countries assumed to be the source of illicit traffic. She also drew attention to the measures adopted by the Democratic People's Republic of Korea with regard to the control of narcotic drugs. The trade in opium and other narcotic drugs was a Government monopoly and violations of the regulations relating thereto were strictly punishable. Penalties up to five years' imprisonment were provided by the Penal Code as approved by the People's Supreme Assembly on 3 April 1950.

143. The traffic in opiates in the Near and Middle East continued at a high level. Clandestine manufacturing activities were reported by Iran and Lebanon, and the Commission wished to commend the authorities of

those countries for their prompt and vigorous action in suppressing such factories.

144. The observer of Lebanon confirmed that there was traffic in opiates, both imported and locally produced from opium smuggled into the country. Clandestine laboratories had been discovered during the year and put out of action. The Commission noticed that much of the traffic was being routed towards Europe by air or sea, with terminal points in North America.

145. The representative of Iran indicated that the detection of the clandestine laboratory in Teheran in March 1956 had cut off an important source of illicit supplies of diacetylmorphine. The three major traffickers involved in that case had each been sentenced to two years' imprisonment. He also informed the Commission of the discovery of another clandestine laboratory in the earlier part of the current year.

146. The Commission noted with some surprise that a quantity of 233 kg of morphine had been confiscated in Syria during 1955.<sup>48</sup> It was informed that no reports had been received from Syria in accordance with articles 23 or 21 of the 1931 Convention for many years past. Repeated invitations had been sent to the Syrian Government to send an observer to the Commission's meetings, but had remained unanswered. The representative of the United States considered that, if the information was well-founded, the situation in Syria was more serious than any he had come upon in his many years of experience in narcotics control. The Commission requested the Secretary-General to ask the Syrian Government for detailed information regarding the large confiscations of morphine reported in 1955, and to urge that Government to communicate promptly and regularly reports on seizures in accordance with article 23 of the 1931 Convention.

147. The representative of Turkey informed the Commission of the action taken by his Government to suppress illicit traffic in drugs. He wished to place on record that references to his country in reports as one of the sources for the "white" drugs were unfounded and unacceptable, particularly since his Government had not been consulted or approached regarding any of these allegations.

148. In reply to a question by the representative of Turkey as to whether information regarding seizures considered to have originated in Turkey had been transmitted by the Israel authorities directly to Turkey, the observer from Israel stated that, in addition to the infor-

<sup>48</sup> Under article 22 of the Convention of 1925, Parties are required to send to the Permanent Central Opium Board statistics on production, manufacture, stocks, consumption and confiscations on account of illicit import or export, in order that the statistical control may be complete. The last-mentioned figures are included in the annual report of the Board covering the previous year's statistics; thus the figures of confiscations for 1955 are included in document E/OB/12. While such figures relating to a given year thus become available to the Commission a year later than the seizure reports and chapters on the illicit traffic relating to the same year and hence cannot normally be used currently for its annual review, they sometimes show *ex post facto* that substantial seizures have not been reported under articles 21 or 23 of the 1931 Convention.

mation submitted to ICPO, all information was promptly communicated to the Turkish authorities. In fact, the full and close co-operation between the police of the two countries had succeeded in putting an end to the smuggling of "white" drugs between Turkey and Israel.

149. The Commission observed that the traffic in opiates emanating from the Near and Middle East was directed towards Europe and North America. It was informed by the representative of France that the illicit market for diacetylmorphine in France was small, but that the country's geographical position made it a country of transit for drugs destined for North America. The representative referred to the Le Havre case<sup>49</sup> as an example of the traffic chain stretching from the Near East to North America.

150. The Commission noted that Greece and Italy similarly reported a transit traffic in diacetylmorphine, also routed towards Europe and North America.

151. North America continued to be the target of much of the more highly organized traffic in diacetylmorphine. The representative of the United States indicated that the illicit traffic in this drug was almost wholly supported by smuggling from abroad. There was no indication of illicit production or manufacture in the country and there was no evidence that drugs were being smuggled through the United States. The principal sources of the seized diacetylmorphine were Italy, Mexico, Hong Kong and Japan. In this connexion, the representative of Mexico drew the Commission's attention to the fact that, according to the figures submitted by the United States representative, only 1.015 kg of diacetylmorphine had been seized on persons entering the United States from Mexico, against a total of 58.742 kg of diacetylmorphine seized in 1956 by the United States authorities. The observer from Japan similarly stated that seizures of diacetylmorphine in the United States which were indicated as having come from Japan were relatively small in comparison with the total quantity seized there.

152. The Commission observed that there was an upswing in the illicit traffic in Canada during 1956 as compared with the previous year. Diacetylmorphine, the drug involved in over 90 per cent of the total convictions, continued to be illicitly imported, and there were indications that substantial supplies were available on the illicit market. Although there was no conclusive evidence as to the exact source of the drug, in all probability the contraband originated from illicit European centres.

153. The Commission noted with approval the heavy penalties imposed on convicted traffickers as presented in the reports of the United States and Canada, and considered this was one of the most effective weapons in the fight against traffickers.

154. The representative of Mexico stressed that there was no known clandestine manufacture of opiates in his country. The illicit traffic in manufactured drugs, which presumably originated abroad, was a transit traffic. Un-

<sup>49</sup> See E/NS.1956/Summary 12, Case No. 480.

doubtedly, the value of United States currency was a great economic incentive to international traffickers and, as a consequence, an increase in the illicit traffic and the use of the territory of the Mexican Republic as a channel for the passage of drugs from other countries had been particularly marked in the area of the United States frontier. His Government had been exercising special measures of surveillance in that area and was working in close co-operation with the United States authorities in their common struggle against traffickers.

155. The representative of the United States informed the Commission that recent investigations carried out in connexion with a suspected cocaine traffic in Cuba had uncovered close relations with traffickers in South America. The trail had been followed into Colombia, where a clandestine laboratory for the manufacture of diacetylmorphine had been detected and suppressed. To the best of his experience, this was the first time that clandestine manufacturing activities in opiates had been reported from South America. The Commission requested the Secretary-General to refer the discussion on this matter to the Colombian Government, so that a report might be forthcoming on the detection of the clandestine laboratory.

#### *Cocaine*

156. The Commission agreed that the cocaine traffic was no longer a major problem in most parts of the world. Nevertheless, it noticed that there was a persistent traffic in cocaine in the Far East and the Near and Middle East.

157. The representative of the United States informed the Commission of a growing cocaine traffic in Burma.<sup>50</sup>

158. The United States representative also informed the Commission of a recent seizure of 12 kg of cocaine which had been effected in Cuba in co-operation with the United States authorities; investigations had indicated the probable sources to be Bolivia or Ecuador. He thought that the cocaine traffic in Cuba was a matter of serious concern.

159. In this connexion, the Commission was informed by several representatives of the growing use of Cuban territory by illicit traffickers. The Commission requested the Secretary-General to bring to the attention of the Cuban Government the discussions relating to the growing illicit traffic in Cuba and also to request that Government to communicate a report on the seizure of cocaine mentioned above.

#### *Cannabis*

160. The Commission found that cannabis was geographically the most widespread drug of addiction. It appeared that the traffic in this drug was increasing and the Commission wished to bring this matter to the attention of all Governments, particularly as cannabis addiction was sometimes an introduction to addiction to the "white" drugs.

<sup>50</sup> See also para. 110.

161. The Commission noticed that much of the traffic in cannabis consisted of indigenous production and consumption, largely of the less concentrated forms in Asia, Africa, Central and South America. It recognized that a serious problem facing national administrations in their efforts to curb this traffic was the prevalence of wild growth in many parts of those regions.

162. International illicit traffic in cannabis in its several forms was also to a large extent between countries with common frontiers. This traffic did not appear to be highly organized. Nevertheless, the frequency of its occurrence and the large numbers of participants in the traffic placed a very heavy burden on the resources of preventive services such as border patrols and customs services.

163. The Commission observed that the information on seizures of cannabis also indicated that there was a widespread traffic carried on largely by merchant seamen. In this connexion the representative of the United Kingdom informed the Commission that seizures, mostly in United Kingdom ports, during the first quarter of 1957 already showed an increase over the annual total seizures for the previous year. There were indications that much of this traffic commenced in Burmese ports.

164. The representative of India mentioned that the All-India Narcotics Conference held in September 1956 recommended that the States in whose jurisdiction the consumption of cannabis for non-medical and non-scientific purposes had not yet been prohibited should consider themselves bound to enforce such prohibition by March 1959. With regard to the enormous problem posed by the wild growth of cannabis, the Conference recommended that the excise or other State administrations should undertake as soon as possible the destruction of wild growth in and around inhabited areas; furthermore, all possible steps should be taken to deter persons from collecting cannabis from wild growth.

165. The Commission noticed that the traditional traffic in the Near and Middle East in hashish, a concentrated form of cannabis, continued without abatement. This was largely a land traffic, Lebanon and Syria being indicated as countries of production, Jordan and Israel as transit countries and Egypt as the principal target.

166. The representative of Egypt emphasized that the overwhelming bulk of the hashish seized during the year, 9,422 kg, was intercepted upon entry into the country. His Government was doing its utmost to combat this traffic and he assured the Commission that it would not relax its vigilance in this regard.

167. The observer of Lebanon informed the Commission that there was still a considerable traffic in cannabis which was illicitly produced in his country. Under the Act of 18 June 1946, the cultivation of cannabis was strictly prohibited in Lebanon; nevertheless, some clandestine cultivation was known to exist in mountainous and other practically inaccessible areas. The cannabis, which was produced locally in clandestine presses, was mainly intended for export, and very little of it was consumed in Lebanon.

168. During the year, 5,048,366 square metres of clandestine cultivation had been detected and destroyed by the Lebanese authorities. Much of the cannabis that had found its way into the illicit traffic had been seized in transport, a total quantity of 1,496 kg having been seized; information in regard to several seizures had already been communicated to ICPO and to the United Nations.

169. In order completely to eliminate the cultivation of cannabis, the Government of Lebanon was continuing to work on a broad programme to improve the economic and social standards in the areas where cannabis cultivation was prevalent. The observer of Lebanon assured the Commission that his Government was doing its utmost to suppress the traffic in drugs, and particularly in cannabis.

170. The Commission observed that there was a very extensive traffic in cannabis in the entire African continent. This traffic was carried out almost entirely by members of the native population, who were also the chief consumers of the drug.

171. The observer of Morocco informed the Commission that the main source of the kif found in the illicit traffic in his country was in the region of Ketama, in the ex-Spanish zone. Although political and judicial integration of the three zones of Morocco had been achieved, administrative reorganization had not yet been completed. However, measures to extend the regulations now in force in the southern zone to the whole national territory were under study. During the year, a quantity of 8,060 kg of kif had been seized. He outlined the methods by which his Government was trying to eradicate the cultivation and consumption of kif, and assured the Commission that no efforts would be spared to achieve that end.

172. The Commission noted that the marihuana traffic overland to the United States continued. This traffic came almost entirely from across the border with Mexico. The representative of the United States of America wished to express the appreciation of his Government regarding the efforts made by the Mexican authorities to suppress this traffic and the co-operation extended by the Mexican Government in the common fight of the two countries against illicit traffic in drugs.

173. The representative of Mexico informed the Commission that, during the year, the Mexican authorities had discovered several plantations of cannabis in the state of Morelos, and fields estimated to have contained fourteen tons of marihuana had been destroyed by burning. In addition, in the rest of the Republic, 54,996 square metres of cannabis plantations had been destroyed.

174. The Mexican authorities were also planning a more extensive campaign against the sowing and cultivation of cannabis, similar to the permanent campaign being carried out against clandestine cultivation of opium. The representative of Mexico reiterated his Government's desire to spare no effort to secure the total eradication of cannabis in the national territory and to prevent its exportation over the northern frontier.

175. The representative of Canada considered that the marihuana problem was increasing somewhat in his country. Almost all the convictions for offences regarding marihuana concerned persons interested in the entertainment field. There was no evidence that the drug was obtained from domestic production.

#### *Synthetic drugs*

176. The Commission noted that seizures of synthetic drugs had been reported by a number of countries in *the different regions of the world*. *The annexed table*<sup>51</sup> will enable the reader to appreciate the relative variations in each country of the various seizures made during the last three years. Certain representatives, among them the representative of Turkey, stressed that the table showed an increase in the illicit use of synthetic drugs in several countries.

177. The drugs seized were apparently obtained by means of diversion from licit sources or were "technical" seizures made by authorities resulting from laxity on the part of pharmacists, chemists, physicians, etc. It was noted from reports which had reached the Secretary-General since the previous session that there had been one case of illicit manufacture in 1954 and an unconfirmed case in 1955.<sup>52</sup>

178. The representative of Egypt thought that consideration might be given to the possibility of presenting in future the data regarding seized quantities of synthetics in terms of the strength of ampoules and contents of tablets or capsules or, if not available, in terms of the average therapeutic dose.

179. The observer of Japan informed the Commission that seizures of dimethylthiambutene for 1956 had shown a decrease, reflecting the progressive exhaustion of stocks concealed prior to the promulgation of the Government ordinance relating to control of this drug in March 1954.

180. Some representatives remarked, with reference to seizures of pethidine and methadone reported by Switzerland, upon the relative ease of availability of synthetic drugs in many countries.

181. Some representatives, in particular the representative of Turkey, felt that the seizures of synthetic drugs were very significant in view of the fact that these drugs had been used for only a few years. They emphasized the problem which resulted from the illicit use of those drugs, and considered that more accurate reporting by Governments on leakages from the licit traffic would give a clearer picture of the extent of the problem. The situation should be carefully watched, particularly as it was well known that traffickers were highly flexible in turning from drug to drug and from country to country.

182. Other members of the Commission thought that the smallness of the seizures strongly suggested the absence of any organized illicit traffic in synthetic drugs. National control should continue to be as strict as ever in respect of all drugs that were addiction-producing,

<sup>51</sup> See annex V.

<sup>52</sup> E/CN.7/319, para. 103.

and undue emphasis should not be placed on the small illicit traffic in synthetic drugs.

183. The Commission thought that the 1948 Protocol had been very useful in preventing widespread abuse of synthetic drugs, and agreed that a careful watch should continue to be maintained regarding any developments in the field of synthetic drugs.

#### *Miscellaneous*

184. The Commission observed that miscellaneous seizures of drugs, mostly in the form of ampoules, phials, etc., continued to be reported by several countries. Most of these were on account of thefts or minor diversions from licit channels.

185. Some members of the Commission expressed interest in the codeine seizures reported by a few countries. The representative of Canada informed the Commission that codeine was known to be used by addicts who could not get supplies of morphine or diacetylmorphine.

186. The Commission wished to bring to the attention of Governments the need for continual vigilance regarding diversions from licit channels, although the traffic in drugs so obtained did not appear to be significant.

### III. THE QUESTION OF REPORTING

#### *A. Seizure reports under article 23 of the 1931 Convention*

187. The Commission desired to call attention to a matter upon which several of its members had remarked, particularly in the Committee on Illicit Traffic during the review of the information on illicit traffic officially made available to it. The Commission noticed that the reporting of information on seizures and the illicit traffic was, in general, far from satisfactory. It wished to deal with the question of reporting at some length since it is well known that the international struggle against the illicit traffic in narcotic drugs is based upon close international co-operation. Such close co-operation is all the more essential as the illicit traffic, which is undoubtedly well organized, is heavily financed and has worldwide ramifications, cannot be combated successfully by national efforts alone.

188. The Commission stressed that one of the main aspects of international co-operation in the struggle against the illicit traffic was the continuous exchange of current information between Governments relating to seizures and to the activities of international traffickers. It recalled that the Opium Advisory Committee of the League of Nations had considered this exchange a matter of cardinal importance and had devoted particular attention to the development of effective procedures in this regard.

189. The Commission noted that the continuous exchange of current information relating to seizures was now an obligation incumbent upon parties to the 1931 Convention. It referred in particular to article 23 of that Convention pursuant to which:

“The High Contracting Parties will communicate to each other, through the Secretary-General of the League of Nations, as soon as possible, particulars of each case of illicit traffic discovered by them which may be of importance either because of the quantities involved or because of the light thrown on the source from which drugs are obtained for the illicit traffic or the methods employed by illicit traffickers.

“The particulars given shall indicate as far as possible:

- “(a) The kind and quantity of drugs involved;
- “(b) The origin of the drugs, their marks and labels;
- “(c) The points at which the drugs were diverted into the illicit traffic;
- “(d) The place from which the drugs were despatched, and the names of the shipping or forwarding agents or consignors; the methods of consignment and the name and address of consignees, if known;
- “(e) The methods and routes used by smugglers and names of ships, if any, in which the drugs have been shipped;
- “(f) The action taken by the Government in regard to the persons involved, particularly those possessing authorizations or licences and the penalties imposed;
- “(g) Any other information which would assist in the suppression of illicit traffic.”

190. The Commission recalled that Council resolution 159 (VII) II A recommended all States Parties to the 1931 Convention to pay particular attention to all the provisions of article 23 thereof and to the relevant recommendations of the Commission in submitting reports on the illicit traffic.

191. The Commission also recalled that on several occasions it had taken the opportunity to express its views on the criteria to be followed in reporting cases of seizures under article 23 of the 1931 Convention. It was hoped thereby that Governments might obtain some guidance in the matter of reporting. In this connexion, the Commission again wished to refer to its discussion on this subject as contained in its relevant reports<sup>63</sup> to the Economic and Social Council.

192. Nevertheless, the Commission noticed that in many cases reports on seizures continue to be delayed, haphazard, in other cases non-existent. For instance, in respect of the year 1955, the latest year for which relatively complete information was available, the bulk of the traffic in opium and opiates in the world was reported in the annual reports of countries (or territories) which communicated no individual reports on seizures currently and continuously regarding that traffic. The illicit traffic in cannabis similarly was scantily represented in seizure reports. There was a total absence of seizure reports from the countries in South America,

<sup>63</sup> *Official Records of the Economic and Social Council: Third Year, Seventh Session (E/799)*, pp. 13-14; *Fourth Year, Ninth Session (E/1361)*, p. 13; *Twentieth Session, Supplement No. 8 (E/2768/Rev.1)*, paras. 321-323.

although some of them did indicate an illicit traffic in their annual reports or otherwise. The communication by Governments of reports on seizures made in 1956 continued generally along the same lines as in 1955.

193. The great bulk of the seizure reports furnished were made by a much more limited group of countries than those affected by the illicit traffic. Of a total number of 423 seizure reports covering 1,049 seizures during 1955,<sup>54</sup> 372 reports, covering 993 seizures, were communicated only by the following countries (or territories): Australia, Canada, Egypt, Federation of Malaya, France, Hong Kong, India, Japan, Mauritius, Singapore, Turkey, the United Kingdom, and the United States. The general pattern of reporting is similar in respect of seizures made in 1956.<sup>54</sup> Of a total number of 310 reports, covering 1,153 seizures, 261 reports, covering 1,103 seizures, were communicated only by the following: Australia, Federation of Malaya, France, Hong Kong, India, Japan, Lebanon, Mauritius, Singapore, the United Kingdom and the United States.

194. The Commission also noted that occasionally heavy seizures were sometimes reported to ICPO regarding which no seizure reports were communicated under article 23 of the 1931 Convention. The Commission recognized that the communication of information to ICPO and to the United Nations served different purposes. In some instances, also, information was communicated to PCOB regarding totals of seizures on account of illicit imports or exports where no reports were communicated by the countries involved under articles 23 or 21 of the 1931 Convention.<sup>55</sup>

195. During its current session, the representative of the United States drew the Commission's attention to the growing illicit traffic in the world. He referred also to a significant traffic involving Burma, Cuba and Colombia. It was noted, however, that there was no official information whatsoever from those countries

<sup>54</sup> The information relates to seizures reported under article 23 of the 1931 Convention. For ease of comparison, the data for 1955 and 1956 relate to the period 1 January of each year to 1 March of the following year, respectively. It may be noted that the overwhelming bulk of seizures made during a year are generally communicated during this period.

<sup>55</sup> Under article 22 of the Convention of 1925, Parties are required to send to the Permanent Central Opium Board statistics on production, manufacture, stocks, consumption and confiscations on account of illicit import or export, in order that the statistical control may be complete. The last-mentioned figures are included in the annual report of the Board covering the previous year's statistics; thus the figures of confiscations for 1955 are included in document E/OB/12. While such figures relating to a given year thus become available to the Commission a year later than the seizure reports and chapters on the illicit traffic relating to the same year and hence cannot normally be used currently for its annual review, they sometimes show *ex post facto* that substantial seizures have not been reported under articles 21 or 23 of the 1931 Convention.

regarding the illicit traffic in 1956, despite the fact that they are all parties to the 1931 Convention.

196. The Commission again wished to draw the attention of Governments to the widespread international ramifications of the illicit traffic, the great difficulties encountered by enforcement officers and the need for continuous mutual exchange of current information regarding illicit trafficking. The Commission hoped that Governments would pay greater heed to its appeals for better and closer international co-operation and, in particular, carry out fully the obligations of article 23 of the 1931 Convention.

**B. The chapter on illicit traffic (chapter XI) of the annual reports of Governments and advance copies thereof**

197. The Commission noticed that the transmission by Governments of advance copies of chapter XI of their annual reports, while it had improved in recent years, and was much better than that of seizure reports, still left something to be desired.

198. The annual reports of Governments under article 21 of the 1931 Convention, drafted in accordance with the form approved by the Commission,<sup>56</sup> are designed to give a general account of the implementation by Governments of the international narcotics treaties during the year. They include chapters on illicit traffic; these chapters are necessary to the Commission's work at its annual session, the more so in respect of those countries (or territories) which have submitted no reports on seizures currently throughout the year. Since the full annual reports cannot in many cases be completed by Governments by the date of the annual session of the Commission, Governments have been requested to communicate advance copies of the chapter on illicit traffic of the annual report for the preceding year in time for the necessary documents to be prepared for the Commission.<sup>57</sup> The Commission has also indicated that, even where there has been no case of illicit traffic in narcotic drugs in a country or territory during a calendar year, this *nil* report should nevertheless reach the Secretary-General in time.

199. The Commission wished to inform Governments that the advance copies of the chapter on illicit traffic of their annual reports is of great assistance in the review of the illicit traffic during its annual session. It hoped that Governments would make a special effort to communicate these chapters as complete as possible and within the desired dates. It noted with approval the existing practice followed by the Secretariat of communicating with those Governments which had not transmitted advance copies of this chapter by 1 March.

<sup>56</sup> E/NR.1955/Form.

<sup>57</sup> This date is at present 1 March.



## CHAPTER IV

### ABUSE OF DRUGS (DRUG ADDICTION) <sup>58</sup>

200. Despite ample evidence of a growing awareness of the addiction problem and of increasing efforts to combat it, there does not appear as yet to be any marked decrease in the numbers of addicts, and some countries even reported more addicts for 1955 than for 1954. For example, the figures for the following countries showed increases: Canada, 3,425 in 1955, compared with 3,300 in 1954; China, 1,715 and 825; Hong Kong, 9,005 and 2,372; Israel, 73 and 70; Federal Republic of Germany, 5,378 and 5,228; Italy, 165 and 127; Poland, 96 and 94; United Kingdom, 335 and 317; and New Zealand, 70 and 63. Other countries, but a smaller number, showed decreases: Mexico, 256 in 1955, compared with 313 in 1954; Belgium, 159 and 203; France, 83 and 115; and Turkey, 512 and 819; Greece also showed a small decrease in the number of addicts. Many of these figures are not, however, strictly comparable, e.g., some refer to the total number of addicts and others to the enrolment of new addicts.

201. Close estimates of the extent of addiction — and consequently of its over-all increase or decrease — cannot be made because the degree to which addicts are known to the authorities varies considerably from country to country and, in many cases persons involved are not regularly reported and committed.

202. At its twelfth session, the Commission considered, in particular, the following aspects of the question: (a) the discovery, registration and control of addicts; (b) the available institutional facilities for their treatment and the nature of that treatment, both as regards withdrawal from the drug of addiction and further therapy to prepare the ex-addict to withstand the strains and stresses of everyday life without the aid of drugs; (c) the preventive measures that might be taken to reduce the number of new addicts; and (d) other aspects.

#### *The discovery, registration and control of addicts*

203. The Commission studied the tables in part I of the analytical study on drug addiction (E/CN.7/318) giving the number of addicts reported in each country and territory and noted that, for various reasons, these figures were not always reliable or comparable with one another and gave only a quantitative indication of how widespread addiction to the various narcotics was.

204. In many countries, addicts had not yet been enumerated and approximate figures only were available. For example, addicts were not registered in Iran, and the figure of 1,500,000 given in 1956 by the Minister of Health was only a rough estimate. Similarly, the number of opium addicts in Egypt was estimated at between 100,000 and 150,000, and the number of cannabis addicts at between 400,000 and 450,000; a corresponding number

of persons in each category were on the way to becoming addicts.

205. In India, the registration of addicts was proceeding rapidly. There was no known addiction to manufactured drugs, while the addicts to opium and cannabis were being handled separately. They had to appear before a medical board which, after examining them, decided whether they should receive a ration card for the supply of opium or cannabis. The Commission was also informed that more complete statistics on the number of addicts would be available at its next session, since steps to register addicts in all states of India had been initiated.

206. Thailand was having difficulties in persuading opium smokers to register; misunderstanding the true purpose of registration, they were embarrassed to acknowledge participation in what was considered a vice, and feared they would be arrested and forced to give up smoking.

207. It was pointed out that in some countries, e.g. Austria and Spain, the statistics on addiction included the chronically ill who received narcotics regularly to alleviate pain. The Commission hoped that in the future it would be possible to separate such therapeutic cases when giving figures of addicts.

208. In the United States and Canada, it would seem that most addicts came to the attention of authorities. Persons in the United States likely to discover addicts in the course of their duties were furnished with cards on which the cases could be reported to the Bureau of Narcotics; sometimes as many as eight cards were received in respect of the same individual. However, these cards, if they fell into the hands of the persons concerned, might be used to persuade physicians to furnish them with drugs, and lists of addicts — if in the possession of illicit traffickers — would facilitate the discovery of prospective customers. In the United States it was not expected that the number of known addicts would approach previous estimates of 50,000-60,000. In Canada, after increasing in 1955, the number of known addicts had decreased in 1956.

209. The opinion was expressed that the census machinery could be used in only a relatively small number of cases to determine the number of addicts in countries faced with a mass problem, and it was suggested that public health statistics might be broadened, in suitable cases, to include data on drug addicts.

210. The Commission also considered the problem of controlling addicts. This problem was three-fold: first, addicts must be brought to the attention of the authorities; second, they must then receive suitable and continuing medical attention; and, third, criminal addicts must be restrained from trafficking in narcotics and from proselytizing non-addicted persons.

211. It was pointed out that, in countries where the

<sup>58</sup> E/CN.7/SR.334-337, 341, 365, 371 and 373.

number of addicts was relatively small, existing control measures could be rapidly adapted to the needs of the moment, for instance by the issuance of regulations such as instructions to pharmacists and inspectors. On the other hand, in countries with a mass problem, a specially conceived long-term campaign such as that undertaken in Iran was needed in order that progress might be made.

212. Several representatives urged that criminal addicts should receive longer prison sentences and that other addicts should be forced to undergo as long a period of medical treatment as was necessary to complete their rehabilitation. In Egypt, the Republic of China and the United States, experience had shown the effectiveness of long prison sentences, and the possibility of sentencing offenders to longer terms was under consideration in India. As regards medical treatment, support was expressed for the proposal of the WHO Study Group on Treatment and Care of Drug Addicts, that some form of civil commitment rather than penological coercion should be in effect until the patient was discharged by a competent medical authority.<sup>59</sup>

213. Attention was also drawn to a new law adopted by the United States Congress whereby the minimum sentence for drug pedlars — whether also addicts or not — had been raised to five years. If the sale was to a minor under eighteen years of age, the death penalty might be invoked. Suspended sentences and parole were forbidden for persons tried under these provisions. The traffic in narcotics had already diminished in such cities as Baltimore and Seattle and in whole areas (the southern states and Hawaii), partly, at least, as a result of the higher penalties involved.

214. At Almeida, California, the drug nalorphine was being tried out as a means of determining whether an ex-addict had returned to narcotics. The ex-addict reported to the probation officer for tests once every ninety days over a period of five years. The results of the experiments were being awaited with much interest, since it might be possible to use nalorphine widely as a device for the rapid diagnosis of addiction.

215. Several representatives drew attention to the figures reported of addicts to synthetic narcotics, and stated that the ratio of the number of addicts using these drugs to those using natural narcotics had been rising steadily; they advocated tighter control over synthetic narcotics and/or the raw materials from which they were made. Other representatives, while recognizing that the situation required close attention, felt that the special danger raised by synthetic narcotics had been overstressed (it being no more difficult to detect addiction to the one than to the other) and pointed out that, in some cases, the number of addicts to natural narcotics was also on the increase.

216. In Thailand, the Government had taken a number of steps to reduce the number of opium smokers. More detailed information on these arrangements appears in chapter III, paras. 125-128, above.

217. Several representatives pointed out that the

PCOB had reported that the *per capita* consumption of narcotic drugs in Denmark was the largest in the world, exceeding by 60 per cent that of the country occupying second place. An article in the February 1956 issue of the *Journal of the American Medical Association* had quoted the head of a Danish hospital as saying that the medical profession must bear a large share of the responsibility for addiction in that country. It was alleged that there seemed to be insufficiently strict control over prescriptions, addicts being able to obtain them from different physicians. The observer from Denmark stated that the Danish health authorities had not, however, been consulted and had not participated in the writing of this article.

218. The Danish observer said that in recent years the consumption of morphine had been decreasing in her country and that the use of synthetic narcotics had become stabilized. The total increase was mainly due to the rise in the consumption of weaker analgesics, particularly codeine. While the Danish rates remained high compared to those of other Scandinavian countries, this could be attributed to several specific factors. Under the health insurance system, every sick person needing narcotics received them, regardless of his financial situation. Other factors were the increases in population and especially in the number of older persons. The representative pointed out that no illicit manufacture or import of narcotic drugs in Denmark had been reported, and that physicians — increasingly aware of the problem — were making it more difficult for traffickers to obtain narcotics.

219. Control measures in Denmark had been tightened in legislation adopted in 1949 and 1955. The National Health Service received copies of all prescriptions for morphine-like drugs. In the case of prescriptions that could be repeated, the pharmacist was under an obligation to send a return to the Health Ministry every time the prescription was filled. This information was tabulated in card indexes, and used to control both doctors' prescriptions and patients' consumption. Doctors who prescribed narcotics without justification could be deprived of the power to prescribe such drugs; by December 1956 measures had been taken against forty doctors. Investigations based on the data in the card indexes were being continued, and the results would be made available to the international organs.

220. The observer from Denmark added that a written statement giving more complete information on the situation had been transmitted to the Secretariat for distribution to members of the Commission.

221. One representative suggested that a method of tightening prescription controls which had been found effective in other countries was to prohibit the refilling of those for narcotic drugs.

222. The Commission thanked the observer from Denmark for her statement and expressed its appreciation of the extensive information being made available by the Danish authorities. The Commission suggested that at its next session during the debates on drug addiction and synthetic narcotics, the Government of Den-

<sup>59</sup> E/CN.7/320, p. 11.

mark should send a technical observer who might be able to answer specific questions put by members.

223. Concern was also expressed regarding the situation in Finland and Sweden. In Finland, the consumption of diacetylmorphine was greater than in Denmark while, according to press reports, twenty-five Swedish doctors had been reported to the authorities as having prescribed narcotics by telephone for patients whom they had never seen. The Commission was informed that in 1956 Finland had prohibited the manufacture, import and export of diacetylmorphine and its preparations.

#### *Institutional facilities and the nature of treatment*

224. The Commission considered these topics in the light of part II (institutional treatment and rehabilitation) of the analytical study on drug addiction (E/CN.7/318) and the report of the WHO Study Group on Treatment and Care of Drug Addicts (E/CN.7/320). In the former document, the situation in the various countries and territories was reviewed, and in the latter the problem of treatment from the medical viewpoint was discussed and certain recommendations made on the general principles common to the treatment of addiction to opium, opium alkaloids, substances derived therefrom, synthetic substances with morphine-like characteristics and cannabis.

225. The Commission was glad to learn that several countries were expanding their facilities for the treatment of drug addicts. Morocco now had one central psychiatric hospital, located near Casablanca, where 1,250 patients, including 824 smokers of kif (cannabis), had been treated. Several other psychiatric hospitals had been established in major cities, and there were psychiatric wards in other hospitals to discover incipient cases.

226. In Macao, a special centre for the free treatment and rehabilitation of drug addicts had been established in 1946, and in 1950 a neuro-psychiatrist had been appointed director of the centre. In the past five years, 2,363 addicts, not only from Macao but also from neighbouring territories, had been treated. It was worth noting that all those from neighbouring territories came voluntarily to Macao, attracted by the results attained in the centre which had been brought to their knowledge by other people having previously been cured there.

227. A special hospital for addicts was being established in Greece, and plans for similar facilities in Egypt were under consideration. In France, the provision of hospital services for alcoholics had received precedence over the construction of a hospital for drug addicts; this was justified by the greater need for the former. However, the project of a hospital for drug addicts had been included in the five-year plan for hospital development in that country.

228. It was pointed out, however, that in general throughout the world facilities did not correspond to the need. One approach to this problem — and perhaps the most realistic one, in view of the limited resources

available for this purpose — might be to reorganize or re-direct existing medical and social facilities for the treatment and rehabilitation of addicts.

229. In general, representatives expressed support for the treatment measures proposed by the Study Group. It was pointed out, however, that addicts, particularly criminal addicts, could not always be treated solely on a medical and not on a punitive basis. On the other hand, the opinion was expressed that it would be wrong to equate addiction and delinquency. Furthermore, the question was raised whether a public statement by a body of experts that “in exceptional cases” it was believed to be “within the limits of good medical practice to administer drugs (i.e. narcotic drugs) over continuing periods of time”<sup>60</sup> was wise. In this connexion, the Study Group’s statement that “it should be clearly understood that the maintenance of drug addiction is not treatment” and its proviso that the continuation of administration should not be embarked upon without adequate consultation and periodic review by a competent medical authority<sup>60</sup> were welcomed.

230. As regards the causes of addiction set forth in the Study Group’s report, it was stated that one very important cause — the effects of bad personal associations — should be especially emphasized.

231. Interest was expressed in the Study Group’s classification of addicts in accordance with their amenability to treatment and in the statement that “a great number of addicts could come under the category of easy amenability to treatment”.<sup>61</sup> In countries faced with a mass problem, the prospects of curing addicts were better than in those where the addict was often a person of pathological personality structure. In this connexion, the Commission noted that in Assam, India, recidivism had been rare among ex-addicts who had been provided with homes and work. In Morocco, 67 per cent of the addicts in the psychiatric hospital were there for the first time; 23 per cent for the second; 7.7 per cent for the third; and 2.3 per cent for the fourth. In the United States, where no mass problem existed, 25,000 addicts, cured of their addiction at the Public Health Hospital at Lexington, Kentucky, had not come to the attention of authorities as recidivists.

232. The representative of India stated that in India a special system for treating addicts introduced by A. N. Chopra was being used, and his Government would welcome advice from WHO in connexion with various treatment problems.

233. The question of the value of electric shock in the treatment of addiction was discussed in connexion with a statement by Cuba on this topic included in the *Summary of Annual Reports*.<sup>62</sup> Several representatives doubted its usefulness. Several warned also against the use of barbiturates and tranquillizing drugs in the treatment of addicts, and support was registered for the Study Group’s statement that the methadone substitu-

<sup>60</sup> E/CN.7/320, p. 7.

<sup>61</sup> E/CN.7/320, p. 30.

<sup>62</sup> United Nations publication, Sales No.: 1957. XI. 1, para. 707.

tion technique was the most effective and easiest way of withdrawing an addict from morphine-like drugs.

234. The Commission was deeply interested in an account given by the representative of the United Kingdom on the rehabilitation centre for opium addicts that had been set up on St. John's Island near Singapore. Admissions were limited to addicts who were considered by an advisory committee, composed of the director of the centre, its chief physician and a probation officer, as likely to benefit from treatment; between February 1955 and December 1956, 1,111 out of 1,756 men and fifty-seven out of seventy-six women considered were admitted. Each addict remained in the centre not longer than twelve months; the average time was between six and seven months. Treatment consisted of a special diet and occupational training aimed at enabling the addict to be self-sufficient after his release. Following his internment, the ex-addict kept in touch with a parole officer for some time and, of the 425 persons released up to 31 December 1956, only six had relapsed. Further time would be needed, however, to evaluate the effectiveness of the centre. It had already aroused much interest in neighbouring countries, and Thailand was sending medical officers to study the techniques employed at the centre.

235. The Commission was concerned by a report that diacetylmorphine and one of the barbiturates were being inhaled in combination — the mixture apparently facilitating fusion and evaporation. The vapour from the mixture was inhaled by the addict through a small pipe or straw. Further information was desired on the nature of the barbiturate concerned and the pharmacological effects produced by inhaling the mixture.

236. Several representatives considered that it would

be most helpful if a study were made on methods of treating drug addiction in which the experience gained in the various treatment centres now in operation throughout the world would be summarized. In this connexion, attention was drawn to the desirability of holding seminars in the regions concerned whereby the experience gained in these treatment centres could be made available to the participants from other countries.

237. The Commission hoped that the report of the WHO Study Group on Treatment and Care of Addicts would be reissued in printed form.

#### *Prevention of drug addiction*

238. It was pointed out that the topic of prevention of addiction, which the Study Group had reserved for a separate subsequent study,<sup>63</sup> was most important and that work should begin as soon as possible. The representative of WHO informed the Commission that preparations for another study group for this purpose were in progress in consultation with other interested organizations. The Commission heard that an educational campaign was under way in Morocco to combat illiteracy and kif-smoking simultaneously, i.e. by encouraging illiterate persons to learn to read in time which might otherwise be spent in smoking.

#### *Other aspects*

239. The Commission requested the Secretariat to obtain additional information on addiction from the following countries, if possible in time for the next session: Cuba, Liberia, the Philippines and Viet-Nam.

<sup>63</sup> E/CN.7/320, p. 3.

## CHAPTER V

### OPIUM AND OPIATES

#### **The request of Afghanistan to be recognized as a State producing opium for export**<sup>64</sup>

240. At its last session, the Commission adopted a resolution<sup>65</sup> recognizing the justice of Afghanistan's claim to be included among the countries entitled to produce opium for export and requesting the Secretary-General to revise the second draft of the Single Convention to include Afghanistan among the parties authorized so to do. It rejected a proposal that the Secretary-General should submit a draft protocol to the Economic and Social Council providing that Afghanistan might produce opium for export in the same way as the "Parties" named in article 6 of the 1953 Protocol.

241. In a second resolution,<sup>66</sup> the Commission wel-

<sup>64</sup> E/CN.7/SR.337, 346, 355, 356 and 373.

<sup>65</sup> *Official Records of the Economic and Social Council, Twenty-second Session, Supplement No. 8 (E/2891), annex II, resolution II.A.*

<sup>66</sup> *Ibid.*, resolution II.B.

comed the decision of the Government of Afghanistan to accede to the 1925 Convention and requested it to furnish: (a) annual reports for the years 1953-1955 and thereafter annually; (b) reports on important cases of illicit traffic discovered; and (c) the estimates and statistics required under the 1912 and 1931 Conventions.

242. At its twenty-second session, the Council adopted resolution 626 G (XXII) inviting the Commission to consider the request of Afghanistan further in the light of previous proceedings and those of the Council's twenty-second session. In its report to the General Assembly, the Council explained that it had chosen this course because there were technical points needing clarification by the technical body concerned — in this instance, the Commission on Narcotic Drugs — and that this had been done without prejudice to the substance of the case.<sup>67</sup>

<sup>67</sup> *Official Records of the General Assembly, Eleventh Session, Supplement No. 3 (A/3154), paras. 474 and 475.*

243. At its eleventh session, the Assembly discussed the Afghan request in connexion with the Council's report and several delegations requested that, in the absence of a draft resolution, the views of all delegations should be fully recorded and that the records should be transmitted to the Commission for its consideration.<sup>68</sup>

244. The Commission noted that, on 29 January 1957, the Government of Afghanistan had deposited with the Secretary-General its instrument of ratification of the 1925 Convention. An advance chapter regarding illicit traffic in narcotic drugs in Afghanistan during 1956 and an annual report covering the year 1956 had been received.<sup>69</sup>

245. As regards the estimates and statistics requested by the Commission, the Government of Afghanistan had forwarded the necessary estimates to the Drug Supervisory Body within the date-limit fixed by the 1931 Convention (E/DSB/14).<sup>70</sup> The representative of the Permanent Central Opium Board informed the Commission that Afghanistan had submitted statistics for the year 1956; in that year 12.3 tons of opium had been produced, and stocks amounted to 4.3 tons. The confiscations of illicit exports and illicit production both amounted to slightly more than one ton. In addition, the Government had submitted figures on opium exports for the years 1943-1956 which the Board was attempting to reconcile with the figures that had been received from importing countries.

246. Several representatives expressed concern over the Government's earlier indication that opium production for 1955 had been 30 tons, and estimating production for 1956 at 50 tons, and for coming years at 150 tons. The observer from Afghanistan assured the Commission that this information submitted by his Government was incorrect and that it was not expected that opium production would ever exceed 45-50 tons per annum.

247. The observer from Afghanistan set forth the reasons why his Government had made its request and which justified acceptance. Afghanistan had produced and exported opium for centuries and this opium, which had a morphine content of 18 per cent, was of the finest quality that could be found anywhere in the world.

248. However, Afghanistan had been the first of the producing countries to prohibit, voluntarily, opium production; this decision, which had been taken on humanitarian grounds and in a spirit of international co-operation had, however, led to extremely grave economic dislocations in certain regions and provoked social unrest.

249. The Government had tried very hard to deal with this problem by programmes of economic development and crop diversification, by public works, by setting up co-operatives, and by opening credit facilities.

250. Although in several parts of the country these measures had succeeded, they had failed in the northern province of Badakshan. There, the harsh climate and

<sup>68</sup> *Official Records of the General Assembly, Eleventh Session, Annexes, agenda item 12, document A/3544, para. 12.*

<sup>69</sup> E/CN.7/R.6/Add.19; E/CN.7/L.161.

<sup>70</sup> United Nations publication, Sales No.: 1956. XI. 5.

the mountainous terrain did not permit the commercial cultivation of any other plant but the poppy. The prohibition of poppy cultivation, therefore, was a very serious blow to the inhabitants, and the Government, in spite of all its efforts, had not succeeded in mitigating its effects.

251. The observer from Afghanistan emphasized that addiction to opium was not a serious problem in his country.

252. In these circumstances the Afghan Government had been compelled to repeal the prohibition of all poppy cultivation in the affected regions. In doing this, the Government had taken due account of the international treaties dealing with opium production, and laws controlling very closely all phases of the opium industries had been adopted. It was also provided that producers must be authorized and registered, that inspectors should oversee the harvesting of the opium, that the unauthorized transportation of opium from one place to another should be forbidden, and that the collection, wrapping and exportation of opium should be closely supervised. In addition, frontier security measures against smuggling had been reinforced. These control measures had been put into operation by the Ministries of the Interior, Finance, Commerce, Health and Agriculture.

253. In view of these considerations and the fact that Afghanistan had carried out the Commission's requests at its last session (see paras. 241, 244 and 245 above), the observer from Afghanistan expressed the hope that the request of his Government could be dealt with on its own merits and that political considerations would not intrude in a debate on what was a relatively simple technical problem.

254. The observer also drew attention to the debates at the tenth and eleventh sessions of the General Assembly and at the twentieth and twenty-second sessions of the Economic and Social Council, during which many representatives had adopted a favourable attitude towards the Afghanistan request.

255. As regards the claim that the 1953 Protocol could not be amended before it came into force, he drew attention to the view that had been expressed by the Legal Office of the Secretariat.<sup>71</sup>

256. As regards the argument that granting the Afghan request would jeopardize the success of the programme for prohibiting poppy cultivation undertaken in Iran, he considered it self-evident that every country must follow a policy in conformity with the interests of its people. Just as in Iran, for social reasons, prohibition was necessary, it had been found unworkable in Afghanistan for economic reasons.

257. The representative of Iran explained his reasons for opposing the Afghan request. In the first place, it would be very difficult to amend a Protocol which was not in force and to which the country requesting the amendment had not adhered. That was why the Commission had rejected a similar request at its last session.

<sup>71</sup> E/CN.7/SR.309, p. 6.

258. Until the representative of PCOB had released on 9 May 1957 the information regarding Afghanistan's international trade in opium, it might have been supposed that Afghanistan had not, in recent years, exported or produced opium. From Mr. May's statement it appeared that Afghanistan had, in fact, exported 91,712 kg of opium between 1943 and 1956, and that importing countries had reported the receipt of only 71,411 kg coming from Afghanistan during that period. Consequently he wondered what had become of the 20,301 kg of opium the destination of which remained unknown.

259. The production of opium in Badakshan province had been suspended for many years now and, despite the economic hardships which this had supposedly occasioned, the population had increased at an annual rate of 2 per cent. This seemed to indicate that the population had found other means of subsistence. If Afghanistan had greatly reduced its opium production during the past fourteen years, why should it not abide by Council resolution 548 B III (XVIII) which invited the Governments of countries which had not produced opium in recent years to prohibit such production?

260. The representative of Iran pointed out that the world needs for opium were estimated to be 800 tons per annum. The present producing countries were already more than meeting this figure, and there was thus no need to increase production. He added that, as was well known, the production of synthetic drugs was increasing and replacing natural drugs, and consequently there was no need for a new source of supply of opium. Moreover, the available opium stocks in producing countries were equal to world needs for two years.

261. He considered that the situation in Afghanistan could not but have repercussions on the efforts being made in Iran to solve the addiction problem. Iran and Afghanistan had a long common frontier and the nature of the terrain made smuggling very easy. A list of the seizures recently effected along this frontier had been distributed to the members of the Commission, and there was no doubt that Iranian addicts now had a new way of procuring opium by means of this traffic. Samples of the opium seized had been sent to the United Nations Laboratory for determination of origin. If the Commission granted Afghanistan the right to produce opium for export, this would certainly have an adverse reaction among Iranian peasants, who were now faced with the prohibition of this important crop, and would cause great difficulties for the Iranian Government.

262. The representative of Iran suggested that, if the measures to introduce new crops in Badakshan province had not been successful, the Government should seek aid from the technical assistance services of the United Nations. Should Afghanistan not make such a request, he suggested that the Commission invite the Secretary-General to ask the technical assistance services and the Food and Agriculture Organization to undertake a study in Badakshan with regard to the crops which might replace the opium poppy and to report on this to the Commission at its next session.

263. The representative of the Secretary-General

informed the Commission that opium samples had been received from the Government of Iran for determination of origin. However the Laboratory, to carry out such determinations, would require to analyse more authentic samples from several countries in the region. The spectrographic method of analysis would also have to be used, and, as explained elsewhere (see para. 307 below), this would also involve certain delays.

264. The representative of India supported the Afghan request; in his opinion, neighbouring countries need not necessarily follow the same policies. Furthermore, the selection of countries authorized to produce opium for export and the problem of the illicit traffic in that drug were two very distinct questions. The illicit traffic was related closely to police and customs services.

265. He doubted whether present opium stocks were sufficient. He revealed that, on 1 May 1957, Indian stocks stood at about 40 tons, and pointed out that the representative of Turkey had said that his country had been suffering from drought for three years and that the last crop would be very much below normal. As regards the other opium-producing countries, the USSR never exported opium, and Bulgaria and Greece could export only very small quantities. Thus he felt that the world figure of 800 tons might not be reached and that it would therefore be proper to encourage a poppy cultivation such as that of Afghanistan, which yielded an opium rich in morphine.

266. Referring to Council resolution 626 G (XXII), the representative of India stated that an examination of relevant documents had not demonstrated clearly the character of the technical questions which the Council had had in mind when it had referred this matter back to the Commission.

267. The representative of India pointed out that Afghanistan had not only established a system of compulsory licences for poppy growers and required the farmers to deliver their opium to government agencies, but also had requested and obtained assistance from India, through the auspices of the Secretary-General, to organize a control system similar to the Indian one. Afghan officials would probably be sent to India to study the system there at first hand.

268. The representative of the United Kingdom considered that there was a close connexion between the Afghan request and the prohibition of poppy cultivation in Iran. It would be difficult to apply prohibition rigorously in Iran, taking into account the resistance of certain sections of public opinion, if the Iranian population were to learn that production for export had been authorized in a neighbouring country. On the other hand, no action which the Commission could take at its present session could affect the illicit traffic between Afghanistan and Iran, which was primarily a matter for the national authorities.

269. In his opinion, the technical questions which the Council had wished to have elucidated were (a) the progress which had been made in Iran following the decision to forbid poppy cultivation, and how that decision would be affected by approval of the Afghanistan request; and

(b) the attitude of Afghanistan towards the international narcotics treaties and the international control organs administering them. Although it was true that Afghanistan had submitted an annual report, a report on the illicit traffic, estimates and statistics, this had been done so recently that they had not yet been studied by the international control organs.

270. The representative of Egypt declared that his country well understood the economic conditions which had led Afghanistan to make its request. He drew attention to the fact that the Government had taken energetic measures to strengthen its control of the areas sown with poppy seeds and of the internal trade in narcotics.

271. The representative of the USSR confirmed that the Soviet Union did not produce opium except for its own needs and that in some years opium had had to be imported. Furthermore, no seizures had been effected along the Afghanistan frontier since 1954. She pointed out that Afghanistan had adhered to its international obligations in the narcotics field and had promulgated a law governing the production and sale of opium. It was also co-operating with its neighbours to fight the illicit traffic. The representative added that the USSR supported the request of Afghanistan to be given the right to produce opium for export; the Commission should adhere to its resolution adopted at the eleventh session concerning that request.

272. The representative of Hungary doubted that Afghanistan could give up its traditional production of opium, which could hardly be replaced by other crops. Such a sacrifice was not warranted in a country where there were very few addicts. He concluded that, if the licit production of opium for export were forbidden, a part of the opium produced would find its way into the illicit traffic.

273. The representative of the United States appreciated the spirit of co-operation shown by the Government of Afghanistan in acceding to the various requests formulated by the Commission at its last session. He pointed out that the Government could produce opium for export until the 1953 Protocol came into force. It seemed that that instrument would not come into force very soon, and in these circumstances Afghanistan would be able to strengthen its control measures to reduce diversions into the illicit traffic and to prepare the necessary reports and statistics for the international control organs. When the Commission had obtained guarantees on these two points, it would be in a better position to take a decision with regard to the Afghan request.

274. The representative of China stated that it was essential to stop the illicit traffic flowing from Afghanistan into Iran. On the other hand, he supported the steps taken by Afghanistan with a view to adherence to the international conventions relating to narcotics and stated that his Government would continue to adhere to the resolution adopted by the Commission at its eleventh session.

275. The representative of France pointed out that

the absence of Afghanistan from the 1953 Opium Conference had not been the reason why that country had been omitted from the list included in the Protocol of States authorized to produce opium for export; Bulgaria and the USSR had also been absent, yet they appeared in the list. Afghanistan had been omitted because it had not acted in conformity with the Conventions and had not regularly furnished statistics to PCOB. The statistics which had now been furnished, it must be stressed, were still incomplete: they did not include complete data on opium production or stocks.

276. He wondered whether it would not eventually be found that the problem of opium addiction in Afghanistan was much greater than it now seemed and whether one must not add to the relatively small figures for opium stocks reported, those held by private persons for speculative purposes or for the illicit traffic. The high morphine content of Afghan opium might make it especially attractive to the illicit trafficker.

277. Regarding the inconsistencies in the statistics of opium exports, the observer from Afghanistan replied that there might be many explanations which did not involve fault on the part of exporting countries. For example, the moisture content of opium might decrease considerably, especially if the time required for it to reach its destination was very long. During the war, opium had been classified as a product of strategic importance, and some consignments had not been reported. Afghanistan had, in fact, supplied to the PCOB statistics covering its opium exports for the past thirteen years without being legally bound to do so. He was surprised that the representative of Iran had referred to discrepancies in the Afghan statistics since Iran itself had had to make similar explanations in the past.

278. He assured the Commission that his Government was ready to follow the recommendations made by the Committee on Illicit Traffic concerning co-operation with other countries in the suppression of the traffic in narcotics.

279. He emphasized that, unless the 1953 Protocol were amended, Afghanistan could not adhere to it, for, in its unamended form, Afghanistan would be bound by all the obligations but deprived of the principal advantage it could expect from that treaty.

280. The representative of Iran raised certain points in regard to the annual report of Afghanistan for 1956 (E/CN.7/L.161). He pointed out that it was reported that addiction, particularly to opium, had caused and still was causing considerable detriment to the population in some parts of the country. This indicated that Afghanistan had difficulty in stopping the flow of opium across the Iranian border.

281. He pointed out that since Iran had now prohibited the production of opium, it no longer had statistics to submit thereon.

282. The representative of Iran explained that, according to the figures given by Mr. May, the quantity of opium exported by Afghanistan in 1956 was 4,985 kg and, according to the price of opium in the world market,

a case of opium containing 72 kg was worth \$900, or \$12.50 per kg; the value of the quantity exported was therefore \$62,312.50. If the inhabitants of Badakshan province numbered 100,000, that meant that each one's share was 62 cents, and the representative of Iran wondered how it was possible for a person to live on 62 cents a year. This confirmed the belief that the people did have other sources of income, and that opium was not their sole source and that it would pay Afghanistan to increase other production rather than to start the production of opium.

283. There was some discussion of the legal problem involved in an attempt to amend the 1953 Protocol, which as yet lacked the ratifications necessary for it to come into force. The representative of the Legal Office of the Secretariat expressed the opinion that, whether the 1953 Protocol were to be amended by the procedure provided for in article 22, namely, by a notification addressed to the Secretary-General by a party to the Protocol, or whether, as proposed in the Indian draft resolution, the Commission were to request the Secretary-General to prepare and submit to the Council a draft Protocol covering Afghanistan's request, the result would be similar since, under the procedure being considered, the amendment would not come into force until all States parties to the 1953 Protocol had ratified the new Protocol.

284. Several representatives referred to the difficult legal problems involved in granting Afghanistan's request to amend the 1953 Protocol. These difficulties were such that an amendment was, in the opinion of several delegates, impracticable.

285. The Commission had before it two draft resolutions regarding the request of Afghanistan, submitted by India and the United Kingdom respectively.

286. Under the Indian draft resolution (E/CN.7/L.162), the Commission would (1) request the Secretary-General to submit to the Council at its twenty-fourth session a draft Protocol permitting Afghanistan to produce opium for export as provided in the 1953 Protocol; and (2) recommend the Council to submit the draft Protocol to the General Assembly at its twelfth session in 1957.

287. Under the United Kingdom draft resolution (E/CN.7/L.163), the Commission would (1) decide to consider the question again at its thirteenth session in the light of information then available on progress towards the abolition of opium cultivation and drug addiction in Iran, the administrative arrangements made in Afghanistan for the control of production and the prevention of illicit traffic, and the extent and trend of any illicit traffic in opium from Afghanistan to Iran; and (2) invite the Governments of the two countries to submit to the Commission at its thirteenth session all information on the question which would be of assistance.

288. The Chairman drew attention to the fact that the two draft resolutions before the Commission had been submitted at the same time: the United Kingdom proposal contained a proposal for deferment, but he

would consult the Commission as to what resolution it wished to vote on first. By 9 votes to 4, with 2 abstentions, the Commission decided to vote first on the United Kingdom draft resolution; it thereafter adopted the draft resolution, also by 9 votes to 4, with 2 abstentions.<sup>72</sup>

289. The Commission subsequently decided not to vote upon the Indian resolution.

### Scientific research <sup>73</sup>

290. The Commission considered <sup>74</sup> the United Nations programme in relation to scientific research on opium and determination of the geographical origin of opium seized in the illicit traffic. It observed that the United Nations Laboratory could now be regarded as established, and that the collection of opium samples for research and distribution to collaborating scientists assembled prior to the establishment of the Laboratory had been received during the year in Geneva from New York, as well as numerous further samples transmitted by Governments. Alkaloidal and related analyses were being made; work on developing methods of determining the alkaloid contents of opium by chromatography, electrochromatography and electrophoresis was being carried out, and spectrophotometric and flame photometric analyses to determine major elements in opium ash had been commenced.

291. The Commission learned that, during the year, samples of opium furnished by the Government of the country of origin as opium produced in that country had been received from Afghanistan, India, Iran, Nepal and Japan. As of 20 March 1957, a total number of 343 authenticated samples <sup>75</sup> had been received from the following fourteen countries: Afghanistan, Burma, China, Greece, India, Iran, Japan, the Republic of Korea, Laos, Nepal, Pakistan, Turkey, Viet-Nam and Yugoslavia. Furthermore, the following countries had co-operated by sending twenty-four unauthenticated samples <sup>76</sup> during 1956 for research purposes: Australia, Burma, Israel, Pakistan, Portugal and Singapore. During 1956 the Laboratory had made various analytical determinations in respect of thirty-six authenticated samples and eleven unauthenticated samples.

292. The Commission was informed of the progress made in international collaboration in opium research. It took note of the several technical papers dealing with scientific research on opium which had been issued during the year.<sup>77</sup> It learned that opium samples had been sent for study to the following countries and scientists: Australia (Mr. Macleod, Commonwealth Laboratory, Melbourne); Canada (Mr. Farmilo, Food and Drug Directorate, Ottawa); India (Mr. Krishnan, Central Revenues Control Laboratory, New Delhi); Japan (Mr.

<sup>72</sup> See annex II, resolution II.

<sup>73</sup> E/CN.7/SR.343, 344, 345, 348 and 370.

<sup>74</sup> See E/CN.7/317, paras. 72-82; E/CN.7/317/Add.4, paras. 72.1, 73.1, 73.2, 74.1, 76.1, 77.1, 70.1-80.4, 81.1; E/CN.7/326.

<sup>75</sup> For a break-down by country, see E/CN.7/326, para. 2.

<sup>76</sup> For a break-down by country, see E/CN.7/326, para. 3.

<sup>77</sup> See ST/SOA/SER.K/41-47.



Asahina, National Hygienic Laboratory, Tokyo); Yugoslavia (Mr. Grlić, Institute for the Control of Drugs, Zagreb).

293. The Commission observed that there had been a large increase in the number of samples of seizures transmitted by Governments for physical and chemical investigation of origin, and for reporting, in accordance with paragraphs 3 and 4 of the Commission's 1955 resolution.<sup>78</sup> A total number of twenty-one samples<sup>79</sup> had been submitted by the following countries: France, Federal Republic of Germany, Hong Kong, Iran, Netherlands Antilles, Pakistan and the United States of America. Prior to 1956, four samples of seizures had been transmitted for determination of origin by France. The Commission agreed that it was desirable to make use of spectrographic as well as other tests, and thought that the temporary delays involved in working up to operational efficiency would be outweighed by consequential accuracy.

294. In accordance with the Commission's proposals at its eleventh session, as modified by the Economic and Social Council in resolution 626 H (XXII), invitations had been addressed to scientists to attend the meeting, to be held early in 1958, of experts charged with (a) making recommendations concerning the establishment of a systematic scheme for obtaining and distributing opium samples; (b) evaluating the methods to be used for determining origin; (c) making recommendations concerning the organization of future research and distribution of this work among the several experts; and (d) preparing a "draft code of reference" setting forth a routine by which laboratories in the different countries concerned could apply the methods developed.

295. The representative of Canada informed the Commission of the progress made in his country in research on opium and its relation to the determination of geographical origin. A further twenty samples of opium of unknown origin received from the Secretariat, among others, had been analysed, with results attaining about 95 per cent accuracy.

296. The United Nations Technical Assistance Opium Research and Control Programme had been inaugurated in Canada on 15 November 1956 with the arrival of the opium Fellow from Singapore. The outline of study for the Programme covered (a) United Nations methods of opium analyses; (b) partition and ion exchange chromatography; (c) paper chromatology and electrophoresis; (d) spectrophotometry, visible and ultra-violet; (e) X-ray diffraction powder method; (f) emission spectrography, flame and quartz; (g) infra-red spectroscopy; and (h) interpretation of results of opium analyses.

297. The representative of India said that his country was interested in opium research and analysis, both commercially and from the point of view of developing methods of determining origin in order to facilitate the fight against the illicit traffic. He felt that the experts

<sup>78</sup> *Official Records of the Economic and Social Council, Twentieth Session, Supplement No. 8 (E/2768/Rev.1.) annex B, resolution I.*

<sup>79</sup> For a break-down by country, see E/CN.7/326, para. 6.

should seek to work out a simple standard method for determining the opiates in opium, although it was realized that this task was complicated by the fact that the alkaloid content of opium varied greatly depending on a number of factors such as climate etc. In this connexion, the Commission noted a suggestion by the representative of Turkey that samples should represent various regions of cultivation and be picked at different seasons.

298. The representatives of Mexico and Peru drew attention to legal difficulties which hampered their countries in sending authenticated samples of opium for determination of origin. In spite of this, the Government of Mexico had recently been able to furnish a sample of 100 g to the Secretariat.

299. France submitted a draft resolution (E/CN.7/L.154) which, for the particular purpose of facilitating the work of the forthcoming meeting of experts, requested the Secretary-General to carry out, as a matter of priority, and in accordance with all the physical and chemical methods which have so far been tried and proved, as many analyses as possible of authenticated samples. Governments within whose territories opium is licitly produced were urged to furnish complete sets of samples, in sufficient quantity, of all varieties produced; and, where there was illicit production, to furnish samples from that source also.

300. The representative of France explained that the aim of the draft resolution was to provide guidance for the Secretariat, without unduly obstructing its freedom to arrange its programme. The main purpose of the United Nations Laboratory should be to determine the origin of opium, which was the major problem before the Commission. This involved applied research with a view to obtaining specific results. By the co-ordination of research and analysis, a uniform method for origin determination could be developed and procedures for its practical application devised. The very diversity of opium made it necessary to carry out a large number of analyses in order to be certain that methods which had proved to be the best in theory did not lead to mistaken conclusions in actual practice.

301. Several representatives doubted that the Laboratory would be capable of carrying out in sufficient number analyses of authenticated samples simultaneously with samples of seized opium. It might perhaps be appropriate to limit the number of authenticated samples to be forwarded by Governments, otherwise the Laboratory would be faced with a heavy work-load leading to large-scale arrears. The representative of Egypt, in particular, felt that the staff and facilities of the Laboratory should be augmented in order that it might cope with its increased responsibilities.

302. It was agreed that the Secretariat might seek the help of national laboratories, e.g., those of Australia, Canada and Greece in dealing both with the backlog of samples and with the increased number which it was hoped would be received under the French resolution. In this connexion, the representative of Canada stated that his Government stood ready to offer all possible

assistance in this field and was prepared to receive in particular authenticated samples and samples for determination of origin for examination.

303. The attention of the Commission was drawn to the resolution adopted by the Commission at its tenth session.<sup>80</sup> The Commission thought that, although Governments were of course at liberty to send samples directly to national laboratories, it would be preferable that samples should be channelled as far as possible through the Secretariat, which would deal with them to the limit of its resources. The Commission decided that its 1955 resolution should be interpreted to allow the Secretariat, at its discretion and on a strictly confidential basis, to send any category of samples for analysis and report to those government-operated laboratories which had offered their collaboration in the field of determination of origin.

304. The French resolution, with a minor drafting change, was adopted unanimously.<sup>81</sup>

305. The representative of Egypt then introduced a draft resolution recommending that the Economic and Social Council request the Secretary-General to increase the staff and facilities of the United Nations Laboratory in order to permit the carrying-out of an increased number of analyses of opium samples and the expediting of research on methods of determination of origin by physical and chemical means (E/CN.7/L.159). The Commission considered this draft resolution in the light of a statement of financial implications prepared by the Secretariat (E/CN.7/L.159/Add.1).<sup>82</sup> In this statement it was pointed out that there would be working space for up to two additional chemists without significant further expenditure for physical rearrangements.

306. Several representatives felt unable to decide what amount of additional expenditure might be justified in the absence of more definite information as to the progress made in developing methods of origin determination using authenticated samples, the rate at which samples were coming in, and the rate at which the Laboratory expected to be able to process samples after it had completed the work already assigned to it in preparation for the meeting of experts in 1958. Some members doubted whether sufficient annual work and research could be performed even with more additional staff than had been proposed.

307. In reply, it was explained by the Secretariat that several of the analytical methods used had not yet reached a routine stage where an approximate average time for making analytical determination could be given; this applied particularly to the use of spectrographic apparatus. The establishment and use of routines for origin determination were, in the short run, in competition to a certain extent with research on development of further new methods and improvement of the old; in the longer run, however, the research was necessary to establish better and quicker routine methods. The

<sup>80</sup> *Official Records of the Economic and Social Council, Twentieth Session, Supplement No. 8 (E/2768/Rev.1)*, annex B, resolution I.

<sup>81</sup> See annex II, resolution III.

<sup>82</sup> See annex IV,

opinion was expressed by several members that it would be sufficient, if it were desired that attention be concentrated on establishing a routine, that provision be made for two or more laboratory assistants rather than for another highly qualified chemist.

308. Five members of the Commission declared that they were in favour of requesting the provision of two additional technical personnel; nine members refrained from expressing an opinion. The Commission thereafter, by 9 votes to none, with 5 abstentions, adopted the Egyptian draft resolution.<sup>83</sup>

### The question of diacetylmorphine

309. Diacetylmorphine (also known as heroin) is a very dangerous addiction-producing drug which, in the view of the majority of the members of the Commission, is capable of being replaced in medicine by other less dangerous substances.

310. The Economic and Social Council, by resolution 548 G (XVIII) of 12 July 1954, urged all Governments to prohibit the manufacture, import and export of diacetylmorphine, its salts and their preparations. In so doing, the Council acted on the recommendation of the Commission,<sup>84</sup> and in agreement with the view of the Sixth World Health Assembly, which held that diacetylmorphine was not irreplaceable in medical practice and recommended that Member States of the World Health Organization not already having done so should abolish the importation and manufacture of the drug. While the use of existing stocks was not affected by the Council's resolution, the Commission, at its tenth session, went further and urged Governments to prohibit the use of diacetylmorphine.<sup>85</sup>

311. At its twelfth session, the Commission reviewed information available to it on the implementation<sup>86</sup> by Governments of the Council's and the Commission's recommendations.<sup>87</sup>

312. The Commission noted that, out of eighty-seven countries considered, which included all the Members of the United Nations, sixty-three had either prohibited diacetylmorphine or had adopted a policy of prohibition, and nineteen had not yet done so either in practice or by a declaration of policy.

313. It was orally informed of the following positions taken by Governments:

*Afghanistan* had not imported diacetylmorphine since 1955, and the use of the drug was now prohibited;

*Bulgaria* did not manufacture diacetylmorphine nor had it imported this drug since 1944. The remaining

<sup>83</sup> See annex I, resolution I.

<sup>84</sup> *Official Records of the Economic and Social Council, Eighteenth Session, Supplement No. 8 (E/2606)*, paras. 121-126; annex A, section 6.

<sup>85</sup> *Ibid.*, *Twentieth Session, Supplement No. 8 (E/2768/Rev.1)*, paras. 211-214; annex B, resolution III.

<sup>86</sup> E/CN.7/317/Add.1.

<sup>87</sup> E/CN.7/SR.341 and 357.

stocks were small, and the drug was little used in practice. The Government of Bulgaria would examine the question of formal prohibition of diacetylmorphine;

*Czechoslovakia* had not yet prohibited the import, export, manufacture and consumption of diacetylmorphine, but this question was under consideration;

*Ecuador* did not manufacture or export diacetylmorphine; the latest import took place in 1952;

*Egypt* did not manufacture any diacetylmorphine. No import authorizations were granted for this drug. The existing stocks were being destroyed on a voluntary basis and were nearly exhausted;

*Finland* had decreed the prohibition of the import, export and manufacture of diacetylmorphine, its salts, and preparations of the drug or its salts;

*France* took the position that it could not prohibit

the use of diacetylmorphine as long as the use of only a single synthetic drug was authorized in that country.

*Hungary* no longer manufactured diacetylmorphine, and the existing stocks had been converted into morphine or codeine;

*Thailand* did not import diacetylmorphine;

*Yugoslavia* prohibited not only the manufacture and import, but also the export and use of diacetylmorphine.

314. The Commission decided to request the Secretariat to prepare annually a supplementary return, following generally the form used in 1956, on the implementation of the recommendations of the Council and of the Commission concerning the prohibition of diacetylmorphine.<sup>87</sup>

<sup>87</sup> E/CN.7/SR.341 and 357.

## CHAPTER VI

### THE QUESTION OF THE COCA LEAF

315. The representative of Peru informed the Commission<sup>88</sup> of the progress being made in his country in limiting the production of coca leaf, in reducing the number of chewers, in controlling exports of coca leaf, and in strengthening the administrative machinery for these purposes.

316. Production of coca leaf in Peru had decreased by 267,000 kg in 1956, or some 2 to 3 per cent of the total quantity. A cadastral survey of the areas under cultivation — already three-quarters completed — would be finished during the current year; maps of all coca-growing regions were now available. No new licences for the cultivation of the coca plant had been issued in 1956, and the areas under licensed cultivation had decreased. At the most recent census, there had been approximately 30 million coca bushes.

317. The problem of the chewers of coca leaf was complicated by the fact that most of them lived in poor agricultural areas, where malnutrition and alcoholism raised additional problems. There were about 1,500,000 habitual chewers who, on an average, consumed 10 kg of coca leaves per annum. Important steps to curb the habit had been taken by the Government of Peru: the price of coca leaf on the domestic market had been raised; technical assistance was being given to the districts where poverty played a role; and a health education campaign to alert the population to the dangers of chewing had been launched. The Ministry of Health was convening a meeting of the country's experts on coca and alcohol in October 1957 in order to work out a co-ordinated campaign against the evils of coca-leaf chewing and alcoholism.

318. The Peruvian Government had strengthened the legislation governing exports of coca leaves and an in-

crease in the export duty on them was contemplated. The volume of exports in 1956 (approximately 150,000 kg) was only one-third that of earlier years, Belgium, France, Japan and the United States of America being the importing countries. Unfortunately, the efforts of Peru were hampered by the failure of importing countries to agree to the Commission's earlier suggestion that they should purchase crude cocaine rather than the coca leaf from the coca-leaf producing countries, so that they might exercise a stricter control.

319. The Commission discussed whether the export of crude cocaine manufactured in Peru rather than of coca leaves would in fact contribute to the tighter control of that drug internationally. Although the Government of Peru was encouraging Governments to buy crude cocaine, some representatives felt that this would not necessarily reduce the illicit traffic in cocaine and might even increase it.

320. It was noted that the possibility of establishing a national narcotics bureau was under consideration in Peru. The Commission wished to congratulate the Government of Peru on the progress it had made in its efforts to reduce the production and chewing of coca leaf. Mr. J. Haaker, the Minister of Public Health of Peru, addressed the Commission on the question of the coca leaf and the prospect for ameliorating the situation.

321. The Commission observed that the Government of Chile had recently drafted legislation providing for the prohibition of coca-leaf chewing, and that the Government of Argentina had declared such chewing to be harmful and had taken action in 1956 regarding the import of coca leaf. However, the information on the consumption of coca leaves in Argentina and Bolivia in recent years (E/CN.7/318, section III) did not seem to reflect any important decrease in the number of chewers.

<sup>88</sup> E/CN.7/SR.339 and 362.

## CHAPTER VII

### THE QUESTION OF CANNABIS <sup>89</sup>

322. The Commission had before it a general paper on cannabis (E/CN.7/324) which it had requested the Secretariat at its previous session to prepare, and a number of surveys on the situation in various countries, including surveys on Angola, Brazil, India and Morocco (E/CN.7/286/Add.9, 8, 12 and 11 respectively) the consideration of which had been deferred in 1956. The other surveys covered the following countries: Angola (E/CN.7/286/Add.13 — addendum to Add.9); Costa Rica (Add.17); Egypt (Add.16 and 18); Italy (Add.15); and Pakistan (Add.14).

323. The representative of India gave extensive supplementary information regarding the situation in his country. An all-India Narcotics Conference had been convened in 1956 and had adopted two resolutions dealing respectively with the non-medical and medical use of cannabis. The recommendations regarding non-medical use were, *inter alia*, as follows: (a) the consumption of bhang <sup>90</sup> and ganja <sup>91</sup> to be completely prohibited by 31 March 1959 except that, in states where bhang was used in religious ceremonies and the cannabis plant grew wild, the date as regards bhang only should be postponed until 31 March 1961; (b) the harvesting and processing of bhang by persons without a permit should be prohibited, and action should be taken to destroy wild growth; (c) a programme for the gradual restriction of cultivation for the purpose of producing ganja should be undertaken; and (d) a central authority, under the National Narcotics Commissioner, should be established to carry out these decisions in co-operation with a senior official designated by each state.

324. The recommendations regarding medical use of cannabis were, *inter alia*, as follows: (a) the use of ganja in the preparation of indigenous medicines should be prohibited, and the possibility of prohibiting the use of bhang in this connexion should be examined; (b) the possibility of reducing the licit supply of bhang to duly-licensed drug manufacturers should be investigated, since preparations containing it were frequently used for non-medical purposes; and (c) the headings "cannabis", "cannabis extract" and "cannabis tincture" should be removed from the Indian pharmacopoeia.

325. The Commission wished to congratulate the Government of India on the great efforts which it was making to deal with the problem of cannabis and cannabis drugs.

326. In Egypt, the areas under illicit cultivation of cannabis plant are very small, and the hashish consumed or seized is mostly smuggled into the country from abroad. Hashish is taken in many ways: it is smoked with tobacco, drunk as an infusion in tea or coffee, or

eaten in chocolate and pastries. When mixed with chocolate it is much less dangerous; however, it is also difficult to detect. In accordance with the Ministry of Public Health's instructions issued in 1955, cannabis extracts and tinctures and preparations containing them in all pharmacies have been destroyed.

327. The Commission learned that a law extending the ban on cultivation, consumption and use of cannabis to the northern zone of Morocco was under consideration. A similar law has been in force in the southern zone since 1954.<sup>92</sup>

328. The Commission again considered the question of the breeding of a narcotic-free strain of the cannabis plant. In this connexion, interest was expressed in an article written by a group of German scientists entitled "Problems of modern hemp breeding, with particular reference to the breeding of varieties of hemp containing little or no hashish", published recently in the United Nations *Bulletin on Narcotics*.<sup>93</sup> The possibility of expediting the laborious procedure of developing a narcotic-free strain by inducing mutations by radiation was alluded to. On the other hand, the representative of India informed the Commission that an apparently narcotic-free strain was already available in his country; the Government of India would be prepared to furnish seeds or seedlings to countries wishing to acclimatize the plant; this strain produced neither resin nor flowering tops. During the discussion, the economic importance of hemp fibre was stressed.

329. The Commission's attention was drawn to the serious problem which many countries faced as a result of the widespread wild growth of the cannabis plant, and it was suggested that technical assistance might be useful in devising ways and means to secure the eradication of these wild plants.<sup>94</sup>

330. The representative of WHO confirmed that experts still held that neither cannabis nor cannabis preparations possessed any therapeutic value.

331. The Commission requested the Secretariat to undertake further cannabis surveys with regard to Lebanon and Nepal and any other countries in which the problem was of importance, subject to consultation with the Governments concerned.

332. The Commission asked the Secretary-General to renew his request for information from the Government of Nepal regarding cannabis.

333. India and Iran submitted a draft resolution requesting all Governments to abolish the consumption for non-medical purposes of all cannabis drugs within a reasonable period (E/CN.7/L.155). The resolution

<sup>89</sup> E/CN.7/SR.340, 342, 343, 345 and 362.

<sup>90</sup> *Bhang* consists of the dried matured leaves of the cannabis plant.

<sup>91</sup> *Ganja* consists of the dried flowering tops of the female cannabis plant.

<sup>92</sup> Information on the treatment programme for addicts to kif, a mixture of tobacco (80 per cent) and cannabis (20 per cent) is given in chapter IV, para. 225 above.

<sup>93</sup> Vol. VIII, No. 3 (1956).

<sup>94</sup> See chapter XI, para. 424, below.

also called for research on the active principle or principles of cannabis and the development of reliable tests for this purpose and, to this end, invited all Governments having the necessary facilities to promote such research and to exchange information on the results achieved, either directly or through the Secretary-General. The opinion was expressed that the resolution should be clarified to show that the use of cannabis drugs for medical purposes should also be abolished<sup>95</sup> and that their use for scientific research should be specifically exempted.

334. The Commission appointed a drafting committee, composed of the representatives of Canada, Egypt, France, India, the United States of America and the

<sup>95</sup> See Economic and Social Council resolution 548 F.I. (XVIII).

representative of WHO as an observer to rephrase the text of the resolution in the light of the discussion. The committee held one meeting under the chairmanship of Mr. Vaile (France), and prepared a new text, containing alternatives on the question whether the resolution would also request Governments to abolish the medical use of the cannabis drugs (E/CN.7/L.158).

335. The Commission adopted a compromise proposal whereby the abolition of the medical use of these substances, except in three indigenous medical systems — the Ayurvedic, Unani and Tibbi systems — was recommended to Governments. After other minor amendments had been approved, the draft resolution was adopted unanimously.<sup>96</sup>

<sup>96</sup> See annex II, resolution IV.

## CHAPTER VIII

### THE QUESTION OF SYNTHETIC NARCOTIC DRUGS<sup>97</sup>

336. The Commission approached this question on the basis of two studies — one prepared by the secretariat of WHO in consultation with the Secretariat of the United Nations, and the other by the Secretary-General. The WHO study,<sup>98</sup> the fourth in the series of scientific papers drawn up in pursuance of Economic and Social Council resolution 505 C (XVI), was directed towards a problem of great importance for narcotics control: the net therapeutic advantages and addiction-producing disadvantages of the various natural and synthetic narcotics used in medicine. The Secretary-General's study,<sup>99</sup> prepared in response to the Commission's request for a basic document reflecting the situation in different countries and summarizing and analysing the available material, was a compilation of information on the licit use and the abuse of the newer narcotics and of the various counter measures taken at the international level.

337. The WHO study was composed of three parts: a short introduction, thirty monographs, each devoted to a particular narcotic, and a "discussion and summary" on therapy with natural and synthetic morphine-like agents and on the addiction liability of natural and synthetic analgesics. The monographs, by far the larger part of the study, gave detailed data on clinical experience as to potency, side-effects and addiction liability; this information was drawn from the extensive medical literature on morphine-like analgesics. Each monograph concluded with a summary of the salient points and an indication of the medical value and addiction liability of the substance concerned. The authors of the study had deemed it advisable to include the scientific evidence on which these summaries were based, in order to give as complete a picture as possible of the present state of medical research in this important field.

<sup>97</sup> E/CN.7/SR.352-354, 357 and 371.

<sup>98</sup> E/CN.7/325 and addenda.

<sup>99</sup> E/CN.7/319.

338. The choice of narcotics for inclusion in the study had been based, in general, on the extent of their use, as reflected in the estimate published by the Drug Supervisory Body; only those for which the estimated world consumption was 1 kg or more were included. However, five drugs fulfilling this criterion had been omitted because they were used in very few countries and in some instances no publications describing their medical use were known to exist. In addition, morphine, codeine and dionine had been omitted since their properties were well known — they had in any case, been covered indirectly by their use as "reference substances", against which the narcotics under study had been compared. Eight morphine-like substances which did not fulfil the above-mentioned criterion had nevertheless been investigated because of their theoretical and practical interest. Two of these substances — dextromethorphan and nalorphine — had been exempted from international control, while two others — ethoheptazine and promedol — were not yet under such control.

339. Part III of the study summarized considerations relating to the relative value of the various natural and synthetic narcotics in medical treatment and their relative hazards as addictive agents. The representative of WHO pointed out that morphine-like drugs of natural and synthetic origin had been found to cover a wide range of analgesic and anti-tussive potency, and that these properties were not necessarily paralleled by the incidence of side-effects, including the side-effect of greatest interest for the Commission: addiction liability. The dissociation of strong analgesic and addictive properties had been effected in nalorphine, although that substance could not be exploited practically because it had other side-effects which were very unpleasant. The findings, however, were sufficiently promising to justify continuation of the research to develop a strong analgesic free of addiction liability. In this connexion, it was mentioned that two anti-tussives without any addiction lia-

bility had been introduced; one was a natural substance which had long been known — narcotine; the other was a new synthetic drug of the morphinan type — dextromethorphan.

340. Several comments were made as regards the text of part III. The representative of France pointed out that the statement attributed to him on p. 332 that it had been decided in 1949 not to permit the manufacture or import into France of any new synthetic analgesic except pethidine was incomplete. He had written that permission to manufacture and import new narcotics would be restricted to those that were clearly superior to those already in medical use. He drew attention to the views of Anstee on pethidine and methadone (p. 333) which supported the French decision to authorize the use of pethidine.

341. The representative of the United Kingdom referred to Nordal's statement quoted on p. 323 that "in therapeutic value the natural and synthetic drugs are almost on a par with one another", and that such factors as therapeutic traditions, manufacturing costs, national interests and trade restrictions governed the extent to which they were used. A study of the report revealed that different drugs had widely-differing side-effects which indicated or contra-indicated their use in different circumstances; this underlined the difficulty of comparing the therapeutic value of one drug with that of another. The representative of France disagreed with this interpretation. The representative of the United Kingdom also drew attention to the opinion of Robson and Nissim (p. 333) that until the ideal analgesic was discovered, it would be desirable to have a large number of analgesics differing in their side-effects; the author felt that this would enable the suitability of a drug for a particular occasion to be judged on the basis of its side-effects.

342. The two analgesics with an effectiveness comparable to that of codeine which were reported (p. 342) to have little or no addiction liability were identified as propoxyphene and ethoheptazine respectively.

343. It was pointed out that the study did not deal with psychological or social aspects of the problem of synthetic narcotics, because this had not been requested by the Economic and Social Council.

344. Several representatives drew attention to Pfeiffer's list of the ten desiderata of the ideal analgesic,<sup>100</sup> which seemed a valuable summary of the properties that were needed. Until such a substance was found, the use of a drug depended on a number of different considerations: its potency for the relief of pain, the dosage and whether the dosage could be increased without a corresponding increase in undesirable side-effects, and the nature of the side-effects, including that of addiction liability.

345. The Commission expressed its appreciation of the great value of the WHO study and urged that it should be published in printed form and, if possible, in the five official languages. The Commission recom-

mended that these studies of synthetic substances with morphine-like effects should be continued and be kept up to date by WHO and the United Nations Secretariat (see paras. 362-364 below).

346. The Commission also studied the survey of available information on synthetic and other new narcotic drugs prepared by the Secretary-General. This survey was composed of a brief introduction and four parts as follows: basic information; licit use; abuse; and international action. Comprehensive statistical tables supplemented the descriptive material appearing in the first three parts. Part I gave fundamental information, useful for reference purposes, in respect of thirty synthetic and eight natural narcotics (or, in one case, a group of synthetic narcotics) placed under international control in recent years, including the chemical, proprietary and non-proprietary names of each drug; the intensity of its analgesic and addictive properties; the normal therapeutic dosage and medical use; the year the substance was placed under international control and the kind of control imposed; and estimated world requirements for medical and scientific needs for 1956 and 1957.

347. The Commission was particularly interested in those sections of the survey which dealt with the licit use and abuse of synthetic and other new narcotics (parts II and III). As regards licit use, tables B and C of the survey gave a large number of data respecting the world as a whole and the fifty principal drug-consuming countries, in terms of the number of average therapeutic doses consumed per thousand population. The world-wide data covered the eight years 1948-1955, while the country-by-country statistics were limited to the three years 1953-1955. Figures had been obtained for the fifteen analgesics and anti-tussives most widely used in medicine, including eight traditional narcotics, five new synthetic narcotics and two new natural narcotics. The Commission noted that the *per capita* consumption of narcotics seemed to be increasing and that, whereas the use of analgesics was decreasing, this was more than offset by the increasing consumption of drugs classed as anti-tussives. However, the use of potent synthetic analgesics was increasing, whereas the consumption of potent natural analgesics was decreasing. On the other hand, consumption of the natural narcotics as a group — including weaker analgesics and anti-tussives such as codeine and ethylmorphine — was increasing more rapidly than that of the synthetic narcotics as a group.

348. It was noted that the figures of *per capita* consumption for the various countries varied within quite a wide range, and that it would be interesting, in certain cases, to know why they were so high. The Commission felt that this work was valuable and desired that it should be continued, and if possible, perfected as part of the programme of studies in this field (see paras. 362-364 below).

349. As regards the abuse of synthetic and other new narcotics, it was noted that the available figures were far from comprehensive, that their reliability and comparability varied considerably, and that the figures from

<sup>100</sup> E/CN.7/325/Add.2, p. 335.

one country often could not be compared with those from another. In some cases, only a general indication regarding the number of addicts was obtainable. Within these limitations, as much light as possible had been thrown on the extent of the abuse of natural and synthetic narcotics individually and in comparison, on the sources of the synthetic narcotics used by addicts, on the circumstances in which such addiction generally developed and, finally, on the question of correlation between licit use and the incidence of addiction.

350. The final section of the Secretary-General's survey reviewed the various measures taken by the international organizations principally concerned to solve the problems raised by the development of synthetic narcotics.

351. The Commission discussed, in a general way, the problems raised by synthetic and other new narcotics, and the measures needed to deal with them. While all representatives agreed that these problems demanded close and continuing attention on the part of the Commission, they continued to evaluate differently the question involved in the increasing medical use of these substances. The Commission's attention was drawn to the situation that, of fifty-one morphine-like substances under international control, twenty were of natural origin and thirty-one were products of complete chemical synthesis. If the world total estimate for "use as such" of over 1 kg was used as a criterion, sixteen of each group were in current therapeutic use.

352. Representatives who felt that there had been a tendency to over-emphasize the hazards of synthetic narcotics asserted that the prohibition of new drugs could not but hamper medical research; that the medical profession must have at its disposal the widest possible choice of strong analgesics; that it was very difficult to decide which drugs did or did not have special medical value; and that the effectiveness of control did not depend on the number of substances involved but on such factors as the way in which it was organized and the numbers of officials available to carry it out. It was doubted whether, in general, the ratio of addicts to synthetic narcotics to those to natural narcotics was as high as had been suggested. Finally, it was pointed out that it would be a dubious policy, and in some countries it would be impossible, to prohibit a drug which the medical profession regarded as having therapeutic advantages.

353. Representatives who considered that there was still a tendency to under-estimate the problem of synthetic narcotics stated that freedom of choice had been over-emphasized and that the prohibition of general medical use was in no way an obstacle to medical research or clinical tests; that it was more difficult to control a large than a small number of drugs and this required a larger staff of enforcement officers; that, despite the relatively short time that the synthetic narcotics had been available, the addicts to them were steadily increasing and in several countries they were almost equal in number to the addicts to natural narcotics; that it was almost impossible to control the manufacture

of synthetic narcotics as strictly as that of natural narcotics because in the latter case, control could be based on the narcotic content of raw materials whereas in the former this was not possible. It was held that as soon as a new narcotic appeared on the market, physicians were swamped with samples and advertising claims which sometimes led to the ill-considered use of the product. Furthermore, a new narcotic frequently made many addicts before any one of them came to the attention of authorities, and the prohibition of unnecessary narcotics was the only effective way of preventing this. Some members stressed the psychological and social aspects of the question of the growing number of synthetic narcotic drugs.

354. It was suggested that tighter prescription controls might prevent the leakage of synthetic narcotics into the illicit traffic, and that physicians should be kept fully informed of the dangers of new narcotics so that they might themselves weigh the advantages and disadvantages attached to their use.

355. The opinion was expressed that the provisions of the draft Single Convention relating to the control of synthetic narcotics, as previously approved by the Commission, needed strengthening in view of the much greater danger which those substances now presented. Such control measures should be adapted to the particular features of synthetic narcotics. Other representatives thought that the safeguards already provided by the Protocol of 1948 were adequate.

356. The Commission considered a draft resolution tabled by the representative of the United States (E/CN.7/L.151/Rev.1) which broadened the scope of resolution I adopted by the Commission in 1956.<sup>101</sup> The earlier resolution referred only to the manufacture of opium alkaloids, whereas the draft resolution covered all narcotic drugs, including those of synthetic origin. It provided that all States Members of the United Nations and members of the specialized agencies in whose territories natural or synthetic narcotic drugs were manufactured should (a) review their arrangements for preventing such substances from being diverted into the illicit traffic; (b) communicate to each other, through the Secretary-General, an account of their present control methods, either in their annual reports or otherwise; (c) limit the firms authorized to manufacture narcotic drugs to the smallest possible number; and (d) control the manufacture of these substances with particular care. The Commission, after adding a considerandum by which reference would be made to its resolution III of 1956 (the problem of synthetic narcotic drugs)<sup>102</sup> adopted the United States draft resolution unanimously.<sup>103</sup>

357. The representative of Turkey proposed that the Commission should invite the Economic and Social Council to recommence its consideration of the draft resolution on synthetic narcotics recommended for adop-

<sup>101</sup> *Official Records of the Economic and Social Council, Twenty-second Session, Supplement No. 8 (E/2891), annex II, I.*

<sup>102</sup> E/2891, annex II, III.

<sup>103</sup> See annex II, resolution V.

tion by the Commission at its tenth session in 1955.<sup>104</sup> This was now possible since the representative of WHO had informed the Commission that the studies requested under Council resolution 505 C (XVI), had been completed and thus the impediment to action on the Commission's draft resolution, specified in Council resolution 588 D II (XX) no longer existed. The Commission had proposed that the Council should adopt a resolution recommending to Governments, *inter alia*, that they prohibit the production and use of such synthetic narcotic drugs as they did not consider indispensable to public health.

358. It was decided to make a separate recommendation on this subject to the Council rather than to include it in the draft resolution just adopted (see para. 356 above), since this text rectified an earlier resolution and dealt only with control of manufacture.

359. Several representatives expressed the view that the resolution on synthetic narcotics adopted by the Commission in 1956 represented an improvement over the one recommended to the Council in 1955 and that the former, rather than the latter, should be recommended as the basis for the Council's deliberations.

360. It was pointed out that, although the Council would doubtless resume consideration of the draft resolution if the Commission suggested this, it would not itself be in a position to evaluate the WHO study which was mentioned in its resolution, and thus the Commission might be well advised to express an opinion on the study's importance in relation to the resolution.

361. The representative of France proposed that the Commission should formally draw the attention of the Council to the fact that the study referred to in its resolution 588 D II (XX) had been completed and that the Council might therefore wish to resume consideration of the draft resolution recommended by the Commission at its tenth session. The Council should also be informed that several representatives felt that the resolutions adopted by the Commission at its eleventh session was preferable to the one recommended to the Council at the tenth session and reserved the right of their delegations to enlarge the scope of the latter so that it would include all rather than only "synthetic" narcotic drugs. Although the opinion was expressed that it was unnecessary for the Commission to reserve the right of delegations to the Council in this connexion, the Commission adopted the French proposal by 12 votes to none, with 1 abstention. The representatives of Canada and the United Kingdom specified that their support of the French proposal did not indicate any change in the position of their governments towards the principle of prohibition, to which they were still opposed.

362. The Commission had requested the Secretariat at its eleventh session to consider a series of further studies in this field, in collaboration with WHO and

PCOB-DSB.<sup>105</sup> In compliance with this request, a note listing mine further topics that might be studied and including suggestions regarding priorities, timing, sources of information, and the competent organizations for carrying out the work (E/CN.7/319/Add.1) was placed before the Commission. Attention was drawn to the fact that WHO and the other organizations mentioned could not participate in these studies until necessary authorization had been obtained in accordance with their rules and regulations. There was also the problem of priorities, not only as between one and another of the studies, but also as regards this and other programmes. It was emphasized that the list of topics was not hard and fast, and that topics could be added or deleted as seemed necessary in terms of the Commission's current work.

363. The list of suggested topics included the extent of addiction and the ways in which addicts are supplied with narcotics; statistical, social and epidemiological studies on the causes of addiction; measurement of narcotic consumption for therapeutic purposes; therapeutic advantages and addictive disadvantages of the various narcotic drugs; non-therapeutic factors governing the medical use of narcotics; manufacture, trade and stocks of narcotics for therapeutic purposes; relationship of chemical structure, analgesic action and addiction-producing capacity of the various narcotic drugs; and the mechanism of addiction.

364. In view of the uncertainty regarding the receipt of data for the various studies, the Commission decided that wide latitude should be left to the Secretariat to establish priorities regarding them. The programme was a long-term one, and new ideas for research and study, if any, would be considered at future sessions of the Commission.

365. After adding a study on methods of treatment and cure of addiction in use in various countries proposed by the representative of India (see chapter IV, para. 236 above), the Commission approved the programme for further studies as set forth in E/CN.7/319/Add.1. The study on treatment was to be prepared by WHO, in consultation with the United Nations Secretariat.

366. In connexion with the discussion of the sources from which data would be obtained to carry out these studies, the Commission considered the question of the possible revision of chapter X of the Form of Annual Reports. A note on this subject had been circulated by the Secretary-General (E/CN.7/318/Add.1). This was designed to simplify the former text, to clarify certain questions that had given rise to misinterpretation on the part of Governments and to relate the questions more closely to the needs of studies in progress or contemplated in the fields of both drug addiction and of synthetic drugs.

367. The Commission decided to consider the revision of chapter X of the Form of Annual Reports at its thirteenth session.

<sup>104</sup> Official Records of the Economic and Social Council, Twentieth Session, Supplement No. 8 (E/2768/Rev.1), annex A, resolution III.B.

<sup>105</sup> E/2891, para. 322.



### Ketobemidone

368. At its ninth session, the Commission found that ketobemidone, a synthetic narcotic drug of the pethidine group, had particularly powerful addiction-producing properties and no distinct therapeutic advantages over less dangerous drugs.<sup>106</sup> On the Commission's recommendation, based on this finding, the Economic and Social Council, at its eighteenth session, adopted resolution 548 H II (XVIII) urging Governments to prohibit the manufacture, import and export of ketobemidone, its salts, its preparations and preparations of its salts.

369. At its twelfth session, the Commission reviewed<sup>107</sup> the implementation by Governments of this resolution. It noted that the following countries adhered to a policy of prohibiting ketobemidone: Australia, Austria, Brazil, Cambodia, Chile, China, El Salvador, Ethiopia, Finland, France, India, Japan, Luxembourg, Mexico, New Zealand, Saudi-Arabia, Union of South Africa, United Kingdom, United States of America and Venezuela; and that the following additional countries neither imported nor manufactured the drug: Costa Rica, Greece, Israel, Republic of Korea, Turkey and Union of Soviet Socialist Republics. The following countries did not adhere to a policy of prohibiting ketobemidone: Belgium, Denmark, Federal Republic of Germany, Norway and Switzerland. Argentina, Iraq, Netherlands and Pakistan had stated they were considering the question.<sup>108</sup>

370. The Commission considered<sup>109</sup> a request from the Government of Switzerland<sup>110</sup> that the Commission should recommend the Council to reconsider resolution 548 H II (XVIII) relating to the prohibition of ketobemidone or, at least, to suspend it until more conclusive evidence was available that the drug had particularly powerful addiction-producing properties.

371. The observer from Switzerland expressed the opinion that the evidence on which the Commission had based its original finding during its ninth session had not been sufficient. The experiments in question had been carried out on five persons only, all of them former addicts. Excessive doses had been administered in a very short period. The patients had had a strong psychological predisposition to becoming addicted; furthermore, they had been cured only for six months and their metabolism might not yet have been stabilized, which

<sup>106</sup> *Official Records of the Economic and Social Council, Eighteenth Session, Supplement No. 8 (E/2606)*, para. 132; annex A, section 7 B.

<sup>107</sup> E/CN.7/SR.354 and 370.

<sup>108</sup> E/CN.7/319, para. 199; E/CN.7/SR.352, p. 8.

<sup>109</sup> E/CN.7/SR.352.

<sup>110</sup> E/CN.7/330.

might explain the particularly severe abstinence syndrome. On the basis of the opinion of three experts, Professors H. Fischer, M. Müller and J. E. Staehelin, and of a protracted clinical experience in Switzerland and other countries, the Swiss Government had come to the conclusion that ketobemidone was not more addiction-producing than other narcotic drugs such as morphine, that it had much more analgesic power, was less euphoric and did not have undesirable side-effects such as accompanied the use of other narcotic drugs. In particular, ketobemidone did not depress the respiratory system or have undesirable effects on the heart. The observer from Switzerland added that the low incidence of addiction to ketobemidone in countries using the drug supported the views of his Government.

372. The Commission heard also the view that clinical experiences in the Federal Republic of Germany had indicated that the analgesic potency of ketobemidone exceeded that of morphine and that the drug did not present any special danger of addiction in that country.

373. The Commission heard, on the other hand, the views of the United States representative, Mr. Nathan B. Eddy, of the United States Public Health Service, who mentioned that he had been present during the experiments which had been made at the Public Health Service Hospital in Lexington, Kentucky, and the results of which had led the Commission to recommend the prohibition of ketobemidone. He expressed the view that the experiments were conclusive and that in the light of the serious consequences of the use of the drug, it would be hard to justify subjecting more than five persons to the dangerous tests. The abstinence syndrome after the withdrawal of ketobemidone had been so severe as to endanger the life of the patients. The experiments had clearly shown that the addiction-liability of the drug, if used in increasing doses as would be the case with addicts, was as great as that of diacetylmorphine and that it was more potent than morphine in inducing euphoria. He stated also that therapeutic advantages of ketobemidone which would outweigh its addiction-producing dangers had not been demonstrated.

374. The representative of WHO felt that the relatively small number of addicts to ketobemidone might be connected with the measures of prohibition taken by many countries in implementing the Council's resolution on ketobemidone.

375. The Commission found that there was no reason for revising its position on ketobemidone and — with no member dissenting — decided, on the proposal of the representative of France, seconded by the representative of Turkey, that it would not recommend the reconsideration of Council resolution 548 H II (XVIII) concerning ketobemidone.

## CHAPTER IX

### OTHER SUBSTANCES

#### Barbiturates and "tranquillizers" <sup>111</sup>

376. The Commission considered the difficulties that had arisen in various countries as a result of the increasing use of barbiturates and "tranquillizers" and the action which should be taken at the international level in this regard.

377. In Egypt, until recently, barbiturates were sold without prescription. On 22 January 1957, regulations came into force whereby (a) barbiturates can be sold only on the prescription of a registered physician; (b) a register must be kept of the quantities so dispensed; (c) each prescription must be retained by the pharmacy; and (d) all laboratories, pharmacies and other establishments manufacturing or handling barbiturates must submit quarterly statements of the quantities consumed and in stock.

378. The dispensing of barbiturates is likewise controlled in many other countries. In Austria, barbiturates can be obtained only by prescription, and the refilling of prescription is permitted only in respect of certain barbiturates; however, it was not considered necessary that pharmacists should keep a special record of the quantities they dispense. In India, also, barbiturates may not be sold without a prescription, which is filed and kept by the pharmacists for one year. In Yugoslavia, the control measures for barbiturates are stricter than those recommended by the WHO Expert Committee on Addiction-Producing Drugs. In Canada, they are controlled under the Food and Drugs Act. Barbiturates are likewise under control in Hungary, Mexico and the Union of Soviet Socialist Republics.

379. Several representatives mentioned the dangers of barbiturates. Addicts sometimes took as many as eighty tablets a day and, after a few months of such large daily doses, withdrawal became very difficult. In such cases, mental and neurological impairment in the form of psychosis or convulsions might be produced, and abrupt withdrawal had even proved fatal. The WHO Expert Committee had described them as habit-forming and had added that, in certain circumstances, they could produce true addiction.<sup>112</sup>

380. The dangers inherent in the abuse of "tranquillizing" drugs were not as clear as in the case of barbiturates. The latter had been in use for many years, while the former were not more than three or four years old. They differed widely in both chemical structure and pharmacological effects; however, all of them produced a calming effect on the central nervous system. Some of these drugs might produce habituation; however, their side effects were sometimes a greater danger to the user than the habituation. Nevertheless, the danger of abuse of these substances could become very serious.

<sup>111</sup> E/CN.7/SR.339, 343, 346 and 350.

<sup>112</sup> E/CN.7/323, section 9.

381. It was also pointed out that some "tranquillizers" had been of great value in treating the mentally disturbed, and that the number of patients in mental hospitals had been greatly reduced since their introduction.

382. Egypt, France, Turkey and Yugoslavia submitted a joint resolution (E/CN.7/L.150) on this question whereby the Commission would realize that the abuse of barbiturates and "tranquillizers" could present a social danger, and recommend Governments to take appropriate control measures to prevent such abuse. Doubts were expressed, however, whether this resolution — and especially the provisions regarding tranquillizers — came within the Commission's terms of reference. In addition to this formal point, some representatives felt that it was difficult to call for the control of a group of drugs that could not be defined and the properties and effects of which were not yet thoroughly understood.

383. The opinion was also expressed that in one respect the draft resolution did not go far enough; it would be better to specify that prescriptions for barbiturates should not be renewable.

384. Several representatives considered that the provisions relating to barbiturates and "tranquillizers" should be separated, either in two resolutions or in different sections of the same resolution.

385. The Chairman therefore appointed a drafting committee composed of the representatives of Egypt, India, Turkey, the United Kingdom, the USSR and WHO and the observer from Greece to consider the question. The committee held three meetings under the chairmanship of Mr. Ismail (Egypt).

386. The drafting committee decided to prepare separate resolutions for barbiturates and "tranquillizers". As regards barbiturates, it suggested that the Commission should request Governments to take the appropriate legislative and administrative measures of control to prevent the abuse of these drugs. Regarding "tranquillizers", it proposed that the Commission should recommend Governments to keep a careful watch for any abuse of these substances with a view to taking any necessary measures of control (E/CN.7/L.153).

387. It had been proposed that, because of the difficulty of defining the tranquillizing drugs, examples should be given in the resolution; this would make the resolution readily comprehensible to administrators in countries where these substances had not yet come into use. However, it was also felt that it was undesirable from the technical standpoint to specify one or two "tranquillizers" by name and omit others of perhaps greater importance or potential danger. The drafting committee was not able to come to a decision on this point and accordingly referred it back to the Commission.

388. The Commission decided that the names of specific "tranquillizers" should be dropped from the resolution, but that the relevant sections of the seventh report of the WHO Expert Committee on Addiction-Producing Drugs and of the annex thereto should be appended to the resolution, in order to clarify its meaning. After approving one further minor amendment, the Commission unanimously adopted the two resolutions on barbiturates and tranquillizers (E/CN.7/L.153/Rev.1).<sup>113</sup>

### The problem of khat

389. The problem of khat, of which the Advisory Committee (of the League of Nations) on the Traffic in Opium and Other Dangerous Drugs was seized at its twentieth session in 1935, was first brought to the attention of the Commission by the representatives of Egypt in 1956.<sup>114</sup> The Commission decided to defer the consideration of this problem until its twelfth session and to invite observers from Ethiopia and Yemen to participate in its deliberation on this item.

390. During its twelfth session, the Commission reviewed<sup>115</sup> information which was placed at its disposal by the Government of France<sup>116</sup> and by the Secretariat.<sup>117</sup> An observer from Ethiopia took part in the discussion.

391. The plant khat (*Catha edulis*) is an extremely polymorph species of the Celastraceae. It originated probably in the Ethiopian uplands, and grows wild principally in various regions of East and South Africa and the western coast of Arabia (Hedjaz; Belgian Congo; Ethiopia, including Eritrea; Kenya, Nyasaland; Southern Rhodesia; Tanganyika; and the Union of South Africa). It is mainly cultivated in Ethiopia, Kenya, Yemen and neighbouring districts. Ethiopia is the principal exporter of khat leaves. The cultivation in Yemen does not fully satisfy local demands; that country is therefore importing leaves.

392. The leaves of the plant are used in indigenous medicine in Ethiopia, Arabia and elsewhere, e.g., for stomach trouble, coughing, chest pains, in certain religious ceremonies, and for pleasure.

393. The Commission heard that the effect of khat leaves was stimulation, the tonic phase being followed by a depressive phase. The pleasure-seeking consumers chew or smoke the leaves; they eat pastes made from powdered leaves, with the addition of sugar and sometimes of spices, or they drink infusions of the leaves. They meet in groups for this purpose to enjoy the pleasant sensation of mental alertness and exaltation, of feeling strong and liberated from space and time; this

<sup>113</sup> See annex II, resolutions VI and VII.

<sup>114</sup> E/CN.7/SR.295, p. 9; *Official Records of the Economic and Social Council, Twenty-second Session, Supplement No. 8* (E/2891), paras. 16, 17 and 24.

<sup>115</sup> E/CN.7/342, 348 and 362.

<sup>116</sup> E/CN.7/R.7.

<sup>117</sup> The article headed "Khat" in the *Bulletin on Narcotics*, Vol. VIII, No. 4.

status of mental excitation, accompanied by loquacity and inane laughter, ends in a semi-coma, followed by a painful condition involving such symptoms as cold sweats, convulsions, hyperaesthesia, lack of attention and memory and, frequently, release of violent instincts. The consumer loses his appetite, an effect which is popular since it is thought that consumption of the leaves tends to reduce the food bill. Intestinal disorders, in particular long-lasting constipation and impairment of the sexual potency of the male consumer, are also consequences of the use of khat leaves. Emaciation and general debility, resulting in a great incidence of diseases, in particular, deficiency diseases and tuberculosis; mental stupor; loss of initiative and ambition; symptoms of a schizophrenic character or akin to those of delirium tremens; and, in general, serious impairment of physical and mental health are reported to be the lot of habitual users of khat leaves. The resulting loss of earning capacity of such consumers, as well as the fact that they devote their often limited means to satisfying their desire rather than to supporting their families, leads to malnutrition of the family, the members of which, for their part, become debilitated, anaemic, and fall more easily prey to diseases. The breaking-up of families is often a natural consequence.

394. The Commission was informed that, according to available information, the khat leaves contained at least three alkaloids—cathine, cathidine and cathinine—in addition to sugar, tannin, a small quantity of latex, a wax-like substance and a small quantity of yellowish oil that is pleasant to smell and to taste. It was stated that neither cocaine nor caffeine, however, could be found. The cathine was said to have an action on the nervous and muscular system of a frog similar to that of a combination of morphine and caffeine; cathinine was described as a stimulant, and cathidine both as a "muscular poison" and a stimulant. The Commission, however, heard also the view that the effects of the leaves were not only attributable to the alkaloids, but also to the volatile oils of the plant. The representative of WHO, however, referred to the uncertainties which existed in the field. He recalled that, while the alkaloid cathine had originally been believed to be responsible for the stimulant effect of the leaves, evidence to the contrary had been produced about 1941. The well-known fact that fresh leaves were more effective pointed to the possibility that the active principle or principles disappear rapidly (as a result of enzymatic or other influences). Consequently, the chemical isolation of the principle or principles was inevitably very difficult. As far as the Commission is aware from the information at its disposal at present, the exact chemical nature of the active principle or principles of the khat leaves has not yet definitely been established.

395. The Commission heard differing views about the addiction-producing effects of the khat leaves. Several members held that, although discontinuation of the habitual consumption of the leaves did not cause the withdrawal symptoms characteristic for morphine and, hence, there was not physical dependence in the

same sense as in the case of morphine-like drugs, the effect of the leaves must be considered to be equivalent to that of addiction-producing drugs, particularly in the light of the definitions adopted by WHO for the terms "addiction" and "habit". In this connexion, the view was also expressed that the khat leaves produced certain effects similar to those of cocaine taken in small quantities (and caffeine). Other members held that the leaves, although habit-forming, could not be considered to be addiction-producing or, at least, that their addiction-producing character had not yet been proven. The opinion was also advanced that it was possible that such harmful effects as occurred might not result from consumption as such, but from over-indulgence as in the case of excessive consumption of tobacco, coffee or alcohol.

396. The Commission noted that khat leaves were habitually consumed in various regions of East and South Africa and of the Arabian peninsula. It heard from the representative of France that 600 kg of leaves were flown daily from Ethiopia to Djibuti. The majority of the 18,000 inhabitants of this city habitually consumes khat at a monthly expense of 14.4 million francs, or the pecuniary equivalent of 8,000 daily food rations. The medical, social and economic consequences had been very serious. Four hundred hospital beds were permanently occupied by inhabitants. The incidence of tuberculosis, anaemia and general debility was very high due to malnutrition. It was estimated that wage-earners spent a large proportion (15 to 30 per cent, and on the average probably 25 per cent) of the family budget on the purchase of khat leaves. Family life suffered. The productivity of workers was impaired, leading to a vicious circle of lower output and decreased earnings.

397. The representative of the United Kingdom confirmed similarly serious consequences of the consumption of khat leaves in Aden and British Somaliland; 2,000 kg had recently been flown daily from Ethiopia to Aden for consumption there and in Yemen. The annual expenditure of the population of Aden on the leaves was £2.5 million or £30 per adult inhabitant.

398. Several Governments have been seriously concerned with the problem of khat. The Government of Ethiopia has instructed a committee of experts, composed of representatives of the Ministry of Health, the Pasteur Institute of Ethiopia and of one of the leading hospitals of Addis Ababa, to undertake a study of the problem. The Government of France has arranged for a study by eminent experts of the medical, social and economic aspects of the question.<sup>118</sup> It has come to the conclusion that khat leaves, which have no medical use but constitute a social danger equivalent to that of addiction-producing drugs, should be subject to a regime of prohibition. The League of Arab States, at the eleventh session of the Commission, invited WHO to study the addiction-producing qualities of khat leaves; it also invited Mr. Panapoulos, representative of Greece at that session, to determine the structure of the plant.

399. The concern of Governments has found expres-

<sup>118</sup> E/CN.7/R.7.

sion not only in the undertaking of studies, but also in legislative and administrative action. The import of khat leaves into Aden was prohibited as of 1 April 1957. In Kenya, the leaves are subject to a system of control by taxation similar to alcohol. In British Somaliland, the import of khat leaves was prohibited as early as 1931 but, owing to the difficulties of controlling the long frontier with Ethiopia, the prohibition has been replaced by an import duty. France has enacted a decree (No. 57-429) of 2 April 1957,<sup>119</sup> classifying khat leaves as a narcotic drug and prohibiting the import, export, production, possession of, trade in, and the use of the leaves and their preparations.

400. Consumers generally prefer fresh khat leaves to dried, and many would rather forego the consumption of leaves unless they can obtain fresh leaves. The fresh taste, however, is speedily lost. Until quite recently, fresh leaves were available only to the inhabitants of the localities or district in which khat was cultivated. The problem was thus of a local nature. The development of air communications, however, has made possible the consumption of fresh leaves in places far away from the areas of cultivation of the plant. The problem thus acquired international implications. Its scope is, however, still regional.

401. To face the international aspects of the question, members of the Commission proposed the following recommendations:

(a) Application of an import and export licensing system to khat leaves;<sup>120</sup>

(b) Prohibition of the export of the leaves, in particular of Ethiopia;<sup>121</sup>

(c) All practical measures necessary to solve the problem and, in particular, the gradual prohibition of the cultivation of the khat plant and of the trade in, import, export and use of the leaves;<sup>120</sup>

(d) Study of the social and other problems involved and of possible solutions.<sup>120</sup>

402. The members of the Commission who advocated the immediate recommendation of restrictive measures expressed the view that the solution or alleviation of urgent social problems could not always wait for the clarification of all the scientific aspects involved. Khat posed a manifest social problem which had to be dealt with immediately, whereas scientific research might take years. Effective measures of control could be taken without having established the exact chemical nature of the active principle or principles or even without determining whether the leaves were, strictly speaking, addiction-producing or merely habit-forming with harmful effects on society. Furthermore, the scientific information available on khat was rather ample as the long bibliography on the subject published in Volume VIII, No. 4 of the United Nations *Bulletin on Narcotics* showed.

403. Other members of the Commission held that

<sup>119</sup> *Journal Officiel* of 5 April 1957, p. 3575.

<sup>120</sup> Draft resolution prepared by the Rapporteur (E/CN.7/L.156).

<sup>121</sup> E/CN.7/SR.342, p. 9.

there should not be too hasty action. It was necessary to establish more exactly the nature of the harmful effects of the leaves and, in particular, whether they were addiction producing, and to consider the effects of prohibiting cultivation, before appropriate measures could be recommended. The observer from Ethiopia expressed a similar view. He assured the Commission that Ethiopia was willing to co-operate in the solution of the problem; he added, however, that khat had a social and economic value for a section of the Ethiopian population and that social customs and the economic structure of a region could not be changed in days or months. If the Commission adopted a decision which was not supported by conclusive scientific evidence, the population of the regions affected by the measures to be taken might refuse to co-operate. Without such co-operation it might become very difficult indeed, if not impossible, to enforce the measures which the Commission might recommend.

404. The Commission decided, by 7 votes to 4, with 3 abstentions, to postpone until its thirteenth session further consideration of the measures to be taken for the control of khat.

405. It agreed, however, that the habitual consump-

tion gave rise to a grave social problem in the countries affected. On the proposal of the United Kingdom and Yugoslavia (E/CN.7/L.160), it recommended unanimously to the Council the adoption of a resolution inviting WHO to study the medical aspects of the problem and to report thereon to the Council.<sup>122</sup>

406. The representative of WHO stated that a study such as that envisaged by the Commission involved a number of difficult aspects and would, therefore, be rather time-consuming and might have financial implications which he could not immediately assess.

407. On the proposal of the representative of the United Kingdom, the Commission also decided to invite the Governments concerned to co-operate closely with each other in dealing with the problem of khat, to study the medical, social and economic effects of the consumption of khat leaves and the possibility of limiting or abolishing the cultivation of the plant in their respective territories, and to report their conclusions to the Secretary-General at an early date to enable him to submit this information to the Commission for use at its thirteenth session.

<sup>122</sup> See annex I, resolution II.

## CHAPTER X

### THE PROPOSED UNITED NATIONS MIDDLE EAST ANTI-NARCOTICS BUREAU OR AGENCY

408. At its last session, the Commission deferred consideration of this item, the suggestion having been made that the sponsor of the proposal should circulate a memorandum to the members of the Commission, describing fully the bureau or agency's proposed functions, method of operation and relationship to the Governments in the region. In accordance with this suggestion, a note on the organization and functioning of the proposed bureau or agency was sub-

mitted by the representative of Egypt (E/CN.7/L.147).

409. However, in view of the fact that the note had not been received in time for study by other members of the League of Arab States and by Governments non-members of the League but having an interest in such a regional bureau, the Commission postponed consideration of this question until its thirteenth session.<sup>123</sup>

<sup>123</sup> E/CN.7/SR.338.

## CHAPTER XI

### TECHNICAL ASSISTANCE FOR NARCOTICS CONTROL <sup>124</sup>

410. The Commission reviewed the developments that had taken place since the programme of technical assistance for narcotics control had begun operation under Economic and Social Council resolutions 626 D and E (XXII). These developments were summarized in a note prepared for the information of the Council and the Commission by the Secretary-General (E/2992 — E/CN.7/327) in accordance with these resolutions.

411. The note described the developments in each category of technical assistance up to 30 March 1957.

<sup>124</sup> E/CN.7/SR.346, 347, 362, 365, 371 and 373.

As regards the advisory services of experts, requests received from Governments for a total of eight experts had been approved, and two exploratory missions had been carried out. Nine requests for fellowships received from Governments had also been approved, and in one case training was under way. Although no formal requests for seminars had been received, several possibilities were under consideration.

412. An addendum to the note (E/CN.7/327/Add.1) contained an account of the programme of training scientists in methods for determining the origin of opium by chemical and physical means, set up by the Canadian

Department of National Health and Welfare. The Government of Canada had offered this training without charge to a certain number of fellows proposed by their Governments and approved by the United Nations Technical Assistance Administration (TAA).

413. The Commission also had before it extracts from the report of the exploratory mission sent to Iran by the Food and Agriculture Organization (FAO) (E/CN.7/327/Add.2).

414. The representative of Iran reviewed the progress that had been made in his country in the campaign against opium between March and September 1956 and the role played by technical assistance under Council resolution 626 E (XXII), which dealt specially with the situation in Iran. He explained that there were three principal problems; the need of farmers for an alternate crop or crops; the cure of opium addicts; and suppression of the illicit traffic.

415. The Government had established in February 1956 a special governmental organ, having five departments, to carry out its programme; the departments carried out the following functions: (i) banning poppy cultivation; (ii) combating illicit traffic; (iii) publicity and international relations; (iv) cure of addicts; and (v) finance.

416. During the period covered, the department responsible for ensuring in co-operation with the army and the police that poppy cultivation ceased had destroyed poppy crops on 5,234 plots of land, approximately half of which were in Khorassan Province, the main opium-producing area. All farmers and landlords now understood that the law would be enforced, and it was predicted that there would be no poppy cultivation during 1957.

417. The resulting plight of the farmers was receiving much attention. The exploratory mission sent by FAO had concluded that no single crop could completely replace the opium poppy (which was an extremely lucrative cash crop), but that efforts must be made in many directions to raise the incomes of the farmers concerned. It was reported that recourse was being had to wheat as the main replacement, but sugar beet, vegetables, cotton, and other crops were likewise mentioned. A credit of 200 million rials (US\$250,000) had been approved by the Government of Iran to assist farmers who had suffered losses in finding an alternative source of income. It had been proposed that co-operative societies should be established in each area to assist the agricultural bank in making loans to farmers needing them.

418. The department responsible for combating illicit traffic had made three important seizures, totalling more than 6.015 kg of morphine; the department had sent 415 files to the public prosecutor. One of the major difficulties had been that the smugglers had motor-cars and the department did not; these had, therefore, been requested.

419. The department responsible for the treatment of addicts had issued a circular to all health departments in the country informing them that pills for addicts were

available. The Ministry of Health had been provided with a medicine for persons who had stopped smoking opium. The representative of Iran undertook to forward the formula for this medicine to the Secretary-General for communication to the members of the Commission. During the period under review, 17,622 addicts had been cured; 14,253 were under treatment; and 10,989 suspected government employees would be examined, and dismissed if they were found to be addicted.

420. The department responsible for publicity and international affairs had published 5,500 copies of the law and regulations banning poppy cultivation. In addition, 9,000 notices and 11,000 posters (copies of a resolution approved by the medical association) had been distributed. The medium of radio broadcasts had also been used.

421. It had been hoped that fines paid by smugglers would defray the costs of the organization, but as fines were not usually collected until after final judgement had been passed, a loan of 500,000 rials had been requested from the Finance Ministry; later, a further loan of 5 million rials had been solicited.

422. The representative of Iran concluded his statement by expressing the appreciation of his Government for the assistance it had received from the United Nations and from FAO and WHO. He emphasized, however, that in addition to the \$86,500 already earmarked for Iran, his Government would have to request further funds for experts and equipment. The itemized request of Iran had been submitted to the Technical Assistance Board, and he hoped it would be approved; he added that unless such aid was granted it would be impossible for Iran to achieve its aim.

423. The Commission expressed its appreciation of the important progress that had been made in Iran and congratulated the Government of Iran in implementing its plan to suppress poppy cultivation and opium smoking.

424. The Commission learned that the Government of India would welcome technical assistance in two fields — information on modern methods of treating addicts to opium, cannabis and synthetic narcotics and on eradicating wild growth of the cannabis plant.

425. The representative of the United Kingdom expressed the appreciation of his own Government and that of Singapore for the training being received by a Singapore official in Canada; it would benefit not only Singapore but also other Far Eastern countries which co-operated with the Bureau of Narcotics Control at Singapore.

426. The observer of Morocco likewise drew attention to a problem in his country for which technical assistance might be needed — that of finding alternate crops for cannabis in the northern zone of Morocco, source of the greater part of the illicit traffic in kif. As soon as his Government had completed its preliminary survey of the situation, it would request technical assistance in the form of agronomists specializing in crop

substitution and of experts in treating drug addicts. It was being considered whether the best approach would not be to request an exploratory mission in the first instance.

427. The representative of the Secretariat outlined the procedure by which technical assistance was granted. He pointed out that a Government must not only formally request technical assistance through the official channels established for this purpose, but must also determine its priority in relation to other projects. For regional seminars requests were required from at least two Governments, one of which would be prepared to act as host; once these requests had been received, TAA would assist in determining which other Governments in the region might participate in the seminar.

428. The Commission also considered an offer by the ICPO to place its services and facilities at the disposal of the technical assistance programme to train police personnel in anti-narcotics work (E/CN.7/L.157). The representative of ICPO explained that this proposal had not yet been approved by the governing bodies of his organization, but that such approval would almost certainly be obtained. He added that ICPO had, however, no funds for this purpose and thus financial assistance would have to be provided under the Technical Assistance programme. Several representatives expressed support for the offer of ICPO, emphasizing that a programme of this kind was badly needed and that ICPO was well qualified to carry it out.

429. The representative of the Secretariat informed the Commission that if requests for this type of assistance were received, the United Nations was prepared to study

with ICPO and interested Governments all practical means for carrying out the foregoing project. It could not, however, under its regulations, make a grant to that organization for the proposed training course, but its services might be utilized on a reimbursement basis. He also pointed out that while TAA paid the travelling cost of experts, Governments benefiting from a programme were normally requested to cover the travelling expenses of the officials they selected to participate in a seminar or training course.

430. The representative of India informed the Commission that his Government would be prepared to make available facilities for training enforcement officials connected with narcotics control in different countries. His Government would, however, like to know the names of the different countries interested in such training, particulars of the officials concerned and financial implications involved.

431. The Commission unanimously adopted a draft resolution<sup>125</sup> prepared by the Rapporteur (E/CN.7/L.164/Add.18) under the terms of which the Economic and Social Council would draw attention to the importance of measures being taken in India and Morocco to deal with the problem of cannabis, and invite the technical assistance authorities of the United Nations and of the specialized agencies to give due consideration to any requests for assistance within the framework of the existing administrative and financial arrangements which they might receive from the Governments of those countries.

<sup>125</sup> See annex I, resolution III.

## CHAPTER XII

### THE PROPOSED SINGLE CONVENTION ON NARCOTIC DRUGS

432. Under the terms of Council resolution 246 D (IX), the Commission continued its work on codifying the multilateral treaty law on narcotic drugs. It used as its working basis the second draft of the Single Convention (E/CN.7/AC.3/7 and Corr.1) which had been prepared in accordance with decisions taken by the Commission from 1950 to 1955. It had also the benefit of an analytical compilation of comments (E/CN.7/AC.3/8 and Add.1 and 2) furnished on this draft by twenty-four Governments which were represented on the Council or the Commission or had been invited to participate as observers in the Commission's work of codification. In accordance with the Council's instructions at the twenty-second session (resolution 626 F (XXII)) the Commission at its twelfth session gave to this work the maximum possible time having regard to its other commitments. It devoted to the task substantially the entirety of nine<sup>126</sup> and a considerable part of four additional plenary meetings.<sup>127</sup> Moreover, the *ad*

*hoc* drafting committee referred to below spent a total of nine meetings preparing a revised text.<sup>128</sup>

433. The Commission considered that the second draft of the Single Convention required a thorough review in order to eliminate the various alternative texts which, in several cases, involved important differences of principle. It rejected, therefore, by 11 votes to one with one abstention, a proposal by the representative of Turkey to recommend the Council to convene, for the purpose of adopting a Single Convention, a plenipotentiary conference to which the second draft should be submitted in its unrevised form.<sup>129</sup>

434. In order to expedite its procedure, the Commission in general avoided reconsidering questions of principle which it had decided at earlier sessions, unless variants incorporating different principles were considered. It reviewed, paragraph by paragraph, a considerable part of the Second Draft. A Drafting Committee composed of Canada, Hungary and India, under

<sup>126</sup> E/CN.7/SR.358-361, 363, 364, 366, 367 and 369.

<sup>127</sup> E/CN.7/SR.368, 370, 372 and 373.

<sup>128</sup> E/CN.7/L.166 and Add.1-5.

<sup>129</sup> E/CN.7/SR.371, p. 15.

the chairmanship of Mr. R. E. Curran, Q.C., alternate representative of Canada, was charged with preparing, in the light of decisions taken by, or views expressed in the Commission, a revised draft of those provisions of the Second Draft which the Commission had considered in plenary. The new text prepared by the committee was then considered and, with some modifications adopted, by the Commission in plenary meeting and is to be found in annex VI. Some views of members of the Commission who disagreed with particular provisions of the revised text are given in footnotes to this annex.

435. The Commission thus prepared a revised text of articles 2 to 20, and 23 to 27 of the Second Draft. These provisions deal with: (a) the classification of narcotic drugs falling under different degrees of control; (b) the international legislative procedure by which the lists (schedules) enumerating drugs falling under different control regimes could be amended; (c) the constitution of the international narcotics control organs; (d) the international enforcement measures which might be taken to ensure the observance by Governments of the provisions of the new treaty; (e) the information which Parties to this treaty would have to furnish to the Secretary-General; and finally (f) the administrative machinery which parties would have to establish for the implementation of the treaty.

436. The Commission feels that it has succeeded in preparing an essentially simplified draft by eliminating the numerous variants and by other modifications. In the process, it has also settled several important questions

of principle relating in particular to the drug schedules and their amendments.

437. The Second Draft provides for a list of particularly dangerous drugs which have no compensatory therapeutic advantages (Schedule IV). It contains alternative provisions according to which the prohibition of drugs included in this list would either be mandatory or only be recommended to Parties. The Commission decided, by 11 votes to 3, that the prohibition should be mandatory.

438. According to the Second Draft, the drug schedules would be amended by a decision of the Commission "on the advice and recommendation of the World Health Organization". The Commission wished to emphasize the advisory position of WHO in this procedure and decided, by a roll call vote of 8 to 6, that, under the terms of the new Convention, it should be able to act "after consultation with the World Health Organization".

439. The Commission also decided that, under the terms of the new Convention, its decision to place a new drug under provisional control pending its final finding on the dangers of that drug, should be a recommendation only and not mandatory.

440. The Commission, after some discussion,<sup>130</sup> decided to ask the Council for authority to sit an additional week during its thirteenth session for the purpose of advancing more speedily its work of codification.

<sup>130</sup> E/CN.7/SR.371, pp. 4-6, 12-15.



## ANNEX I

### Recommendations of the Commission to the Economic and Social Council

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

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

#### I. SCIENTIFIC RESEARCH ON OPIUM

##### *The Economic and Social Council*

*Requests* the Secretary-General to increase the staff and facilities of the United Nations Laboratory so as to permit of an increased number of analyses of opium samples being carried out and of research on methods of determining the geographical origin of opium by physical and chemical means being expedited.<sup>1</sup>

(V, para. 308)

#### II. THE QUESTION OF KHAT

##### *The Economic and Social Council,*

(a) *Having noted* that the habitual chewing of the leaves of khat (*Catha edulis*) has become widespread in several countries,

(b) *Recognizing* that this habit gives rise to a grave social problem in the countries affected,

*Invites* the World Health Organization to study the medical aspects of the problem and to report thereon to the Economic and Social Council. (IX, para. 405).

#### III. TECHNICAL ASSISTANCE FOR NARCOTICS CONTROL

##### *The Economic and Social Council,*

(a) *Recalling* its resolution 626 D (XXII) inviting Governments to consider the possibility of applying, under existing arrangements concerned with technical assistance, for the advisory services of experts, fellowships and scholarships, and seminars, in the field of narcotics control;

(b) *Recalling* also that under the terms of this resolution the United Nations and the specialized agencies were recommended to give due consideration to any requests which the countries concerned might make for technical assistance in developing appropriate administrative, social, or economic measures in order to deal effectively with problems raised by the illicit production of, or traffic in, narcotic drugs or by drug addiction;

<sup>1</sup> See annex IV.

(c) *Noting* that the representative of India, at the twelfth session of the Commission on Narcotic Drugs, drew attention to his country's need for technical assistance on matters connected with the treatment of addicts and also in eradicating the wild growth of cannabis plants; and that the observer of Morocco referred to his country's need for help in carrying out its plan to substitute other crops for the cannabis crop in Northern Morocco, and in the treatment of addicts using cannabis;

1. *Draws* attention to the importance of the measures being taken, and to be taken, in India and Morocco to deal with the problem of cannabis;

2. *Invites* the technical assistance authorities of the United Nations and of the specialized agencies to give due consideration to any requests for assistance within the framework of the existing administrative and financial arrangements which they may receive from the Governments of those countries in this connexion.

(XI, para. 431.)

See also paras. 357-361 of the report concerning the draft resolution on synthetic narcotics recommended for adoption to the Council by the Commission at its tenth session (*Official Records of the Economic and Social Council, Twenty-second Session, Supplement No. 8 (E/2891), annex II, I*).

2. The Commission decided to recommend the following order of priority in the field of narcotic drugs (see paras. 19-26):

#### FIRST PART

##### *Continuing functions*

##### *First priority*

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

#### SECOND PART

##### *Continuing projects*

- (b) Drug addiction  
(c) The problem of synthetic narcotic drugs  
(d) The problem of cannabis  
(e) Scientific research on opium and other narcotic drugs  
(f) The problem of the coca leaf

- (g) United Nations *Bulletin on Narcotics*
- (h) Questions relating to control of additional substances (khat, "tranquillizers", etc.)

*Second priority*

- (i) Narcotics bibliography

*Ah hoc projects*

*First priority*

- (j) The proposed Single Convention
- (k) International non-proprietary names.

**ANNEX II**

**Resolutions adopted by the Commission**

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

**I. ILLICIT TRAFFIC**

*The Commission on Narcotic Drugs,*

Noting that the volume of illicit traffic in narcotic drugs throughout the world is considerable and that there are indications of an increase in this traffic,

Considering the seriousness of the problem of this traffic in its different stages (production, transit, consumption),

Recalling that the Economic and Social Council has, on several occasions, requested Governments to give particular attention to the control of illicit traffic,

1. Urges Governments to apply strictly the provisions of Economic and Social Council resolutions 159 II A (VII), 246 E (IX), 436 C (XIV) and 548 J (XVIII);

2. Again urges Governments to take appropriate measures to combat the illicit traffic, in particular by:

(a) Increasing their efforts to detect and suppress the illicit production and illicit manufacture of drugs, and strengthening the measures for apprehending traffickers;

(b) Imposing on persons convicted of narcotic offences very severe penalties in every country;

(c) Reviewing preventive measures for the purpose of satisfying themselves that the competent administrative bodies have the power everywhere to combat the illicit traffic;

(d) Arranging for the direct exchange of information with the authorities which in other countries are responsible for the control of the illicit traffic;

(e) Discharging fully the obligations placed on the States Parties to the international narcotics treaties, in particular so far as the communication of information relating to the illicit traffic is concerned.

(III, para. 104.)

*Desirous* of reaching a decision which will take account of the legitimate interests both of Iran and of Afghanistan, and also of the special circumstances arising from the decision of the Government of Iran to prohibit the cultivation of opium,

Noting that important progress has been made in Iran towards the implementation of the decision to prohibit the cultivation of opium and to combat drug addiction,

Noting further that Afghanistan has become a party to the International Opium Convention of 1925, that the Opium Protocol of 1953 is not yet in force, and that under the international conventions on narcotic drugs at present in force Afghanistan requires no permission to produce and export opium for medical and scientific purposes,

Considering that the information before the Commission at the present time is insufficient to enable it to come to any conclusion on the question of illicit traffic in opium from Afghanistan into Iran, and how far such traffic has increased as opium production in Iran has decreased,

1. Decides to consider this question again at its thirteenth session in the light of the information then available as to the further progress made towards the abolition of opium cultivation and drug addiction in Iran, the administrative arrangements made in Afghanistan for the control of opium production and the prevention of illicit traffic, and the extent and trend of any illicit traffic in opium from Afghanistan to Iran;

2. Requests the Secretary-General to invite the Governments of Iran and Afghanistan to submit to the Commission at its thirteenth session all information which they are in a position to furnish on the above and any other aspects of the question which would be of assistance to the Commission. (V, para. 288.)

**II. REQUEST OF AFGHANISTAN TO BE RECOGNIZED AS A STATE PRODUCING OPIUM FOR EXPORT**

*The Commission on Narcotic Drugs,*

Having considered further, as directed by Economic and Social Council resolution 626 G (XXII), the claim of Afghanistan to be included among the countries which may produce opium for export,

**III. OPIUM AND OPIATES**

(INCLUDING SCIENTIFIC RESEARCH ON OPIUM)

*The Commission on Narcotic Drugs,*

Considering that in its resolution 548 D (XVIII) of 12 July 1954 concerning scientific research on opium the Economic and Social Council affirmed "the importance

which it attaches to the United Nations programme of opium research designed to develop methods for determining the origin of opium in order to help suppress the illicit traffic” and instructed the Secretary-General “to increase the number of analyses, deferring for the time being other laboratory work except that having a direct connexion with the problem of determining origin”.

*Recalling* that at its tenth session, in its resolution of 1955, annex B.1, the Commission on Narcotic Drugs pointed out “that methods to determine the origin of opium by physical and chemical means ought to be based on opium furnished and authenticated by the Government of the country of origin”.

*Taking into account* that it would be desirable that the Secretariat should prepare the ground for the work of the group of experts referred to in paragraph 1 of Economic and Social Council resolution 626 H (XXII) of 2 August 1956, especially with regard to the preparation “of a ‘draft Code of Reference’ which would set forth a routine by which laboratories in the different countries concerned could apply the methods developed”.

*Stressing* the importance of resolution 548 D (XVIII) of the Economic and Social Council dated 12 July 1954, and of operative paragraph 7 of the Commission’s resolution of 1955, annex B.1,

*Convinced* that the most immediate objective of the United Nations Laboratory is to succeed, in close collaboration with Governments, in “improving methods of determining the origin of opium” so that when these methods have attained a sufficient degree of accuracy their value may be generally recognized,

1. *Requests* the Secretary-General to have as many analyses as possible carried out of the authenticated samples he has so far received or may hereafter receive, and to prepare tables showing the results of these analyses, together with observations indicating clearly the essential characteristics of the different categories of opium;

2. *Recommends* that these analyses should be conducted in accordance with all the physical and chemical methods which have so far been tried and proved;

3. *Expresses the hope* that the priority given to this work will facilitate consideration by the forthcoming group of experts of the conditions for drafting a code of reference, which is one of the items proposed for inclusion in its agenda;

4. *Requests* the Secretary-General to communicate to the Governments which have already established or will in the future establish technical co-operation with the United Nations Laboratory the results of these analyses together with the authenticated samples in order to permit comparison of the conclusions reached and to strengthen these conclusions by the synthesis it will be possible to make of them;

5. *Urges* Governments within whose territories opium is licitly produced to furnish the Secretary-General, if they have not already done so, with a complete set of samples of all the varieties of opium produced

in their territories; and, where there is illicit production of opium, to furnish the Secretary-General with samples in sufficient quantities from that source;

6. *Further requests* Governments, in order to give the forthcoming meeting of the group of experts the best possible chance of success, to nominate scientists, if they have yet to do so, to participate in the establishment as quickly as possible of accepted standards for determining the origin of opium. (V, para. 304.)

#### IV. THE QUESTION OF CANNABIS

*The Commission on Narcotic Drugs,*

*Considering* that the illicit traffic in cannabis, its resin and other products and ingredients continues to present a serious social problem,

*Noting* that the exact nature of the active narcotic principle or principles of these substances has still not yet been definitely established,

*Holding* that methods whereby the dangerous parts of the cannabis plant could more accurately and speedily be identified would facilitate the fight against the illicit traffic,

1. *Requests* all Governments to abolish, except for medical (Ayurvedic, Unani and Tibbi systems) and scientific purposes, the legal consumption of all substances having a cannabis base within a reasonable period where it has not been done so far;

2. *Expresses* the view that it is highly desirable that research on the exact nature of the active principle or principles of cannabis should be expedited and that specific tests for this purpose should be developed;

3. *Invites* all Governments having the necessary facilities to promote such research and to assist one another in this task by exchanging, directly as well as through the Secretary-General, information on the results obtained. (VII, para. 335.)

#### V. CONTROL OF THE MANUFACTURE OF NATURAL AND SYNTHETIC DRUGS

The Commission decided that the following resolution should replace resolution I of its eleventh session.<sup>2</sup>

*The Commission on Narcotic Drugs,*

*Recalling* resolution I passed at its eleventh session inviting the Governments of countries where opium alkaloids are manufactured to control with particular care the output of morphine and of drugs derived from morphine,<sup>3</sup>

*Recalling* also resolution III adopted at its eleventh session in which the Commission made certain recommendations to Governments concerning the problem of synthetic narcotic drugs,<sup>3</sup>

<sup>2</sup> *Official Records of the Economic and Social Council, Twenty-second Session, Supplement No. 8 (E/2891), annex II, resolution I.*

<sup>3</sup> *Ibid.*, resolution III.

Considering that it is desirable that similar care should be exercised in respect of the manufacture of all narcotic drugs,

Invites all States Members of the United Nations and members of the specialized agencies in whose territories narcotic drugs, whether natural or synthetic, are manufactured:

1. To review their arrangements for preventing the possibility of diversion of legally manufactured drugs, whether natural or synthetic, into the illicit traffic;
2. Unless they have already done so, to communicate to each other, through the Secretary-General of the United Nations, either in their annual reports or otherwise, an account of their present control methods, so that the experience of each may be of service to all;
3. To limit to the strictly necessary minimum the number of firms in the country permitted to manufacture narcotic drugs, whether natural or synthetic;
4. To control with particular care the manufacture of narcotic drugs, both natural and synthetic.

(VIII, para. 356.)

## VI. THE ABUSE OF BARBITURATES

*The Commission on Narcotic Drugs,*

Recalling the discussions at previous sessions on the danger involved in the abuse of barbiturates,

Recalling that, contrary to the common consensus of opinion, the greatest social danger presented by barbiturates does not arise from acute poisonings (in spite of their frequent occurrence),

Noting that, according to the definitions set up by the World Health Organization, the barbiturates are to be considered as habit-forming and in certain circumstances can produce addiction, and are thus dangerous to public health,

Considering that in some countries the barbiturates are submitted to a special control whereas in others this is not the case,

Recommends Governments to take the appropriate legislative and administrative measures of control to prevent the abuse of barbiturates. (IX, para. 388.)

## VII. THE QUESTION OF "TRANQUILLIZERS"

*The Commission on Narcotic Drugs,*

Noting the rapidly-increasing use of new drugs which are being described as "tranquillizing" or "ataraxic" drugs and regarding which the relevant available data of the Expert Committee on Addiction-Producing Drugs of the World Health Organization are set forth in the appendix to this resolution,

Noting that certain drugs of this type must, in the opinion of the Expert Committee on Addiction-Producing Drugs of the World Health Organization, be classed as potentially habit-forming,

Recommends Governments to keep a careful watch for any abuse of these substances with a view to taking any necessary measures of control. (IX, para. 388.)

## APPENDIX

Extracts from the Seventh Report of the Expert Committee on Addiction-Producing Drugs of the World Health Organization (E/CN.7/323)

### 10. "Tranquillizing" Drugs

The Committee's attention was drawn to the very rapidly increasing use of those agents which are being described as "tranquillizers" and "ataraxics". The Committee believed that these substances, diverse in their chemical characteristics but similar in their central sedative action, must be classed as potentially habit-forming. In addition, some evidence has been presented that, under conditions of excessive use, a characteristic withdrawal syndrome can appear. . . . In this respect, the "tranquillizers" and "ataraxics" resemble the barbiturates and should be subjected to national control. Their continuing clinical use should be followed very closely for an eventual evaluation of their relation to public safety.

#### Annex

Many authorities have expressed the view that all drugs which are used therapeutically for a central sedative or tranquillizing effect, to promote sleep or to relieve anxiety, may be habit-forming. Some drugs which are used for a central stimulating or exhilarating effect may also be habit-forming. With both types, the essential factor presumably is improvement in the sense of well-being. Habituation with these agents is not primarily or essentially an abuse, except that it may lead to unduly prolonged or excessive administration not related to symptomatic relief. Such excessive administration may result in physical dependence and development of a true addiction. With the barbiturates, for example, Fraser and his associates<sup>4</sup> have established that there is a critical dosage level for some barbiturates above which definite addiction with all of its characteristics is demonstrable. Whether this is so for sedatives generally is not known, but the possibility of their producing habituation should be recognized and becomes of greater and greater importance with the widespread and ever-increasing use of the so-called 'tranquillizing' agents.

Lemere<sup>5</sup> has commented on the possibility of habituation to one of these agents, meprobamate. . . .

"A psychologic dependency on the drug is also undoubtedly created in certain patients. Many feel so much less tense when taking the drug that there may be an exaggerated feeling of well-being. Some may even experience a degree of exhilaration or euphoria. In most cases, this does not appear to be harmful, but in a few patients it leads to overdosage. . . . I have had 13 cases among over 600 patients for whom I have prescribed meprobamate in which the drug had to be discontinued because of excessive self-medication. . . . I personally have seen patients under the influence of 6 or more tablets a day manifest all the signs of intoxication, including euphoria, dysarthric speech, and generalized incoordination. Other patients simply take so much of the drug that their relatives complained of their 'lying around sleeping all day'. . . ."

Lemere mentions one patient who had been taking 6.4 g of meprobamate daily for a month and who had a convulsion ten hours after discontinuing the drug. H. Isbell (personal communication) reports that a similar case has come to his attention. These cases call to mind the convulsions which may occur as a part of the abstinence syndrome after abrupt discontinuance of large doses of barbiturates and suggest that meprobamate may, like the barbiturates, have a critical dose level above which a true physical dependence develops, but below which only habituation occurs.

<sup>4</sup> Fraser, H. F. et al. (1956) *Fed. Proc.*, 15 and 423.

<sup>5</sup> Lemere, F. (1956) *Arch. Neurol. Psychiat.* (Chicago), 76 and 205.

### ANNEX III

#### Decisions of the Commission other than those contained in annexes I, II and VI

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

##### *The Commission decided:*

1. To adopt the provisional agenda in document E/CN.7/316 and Add.1. (I, para. 14)
2. To postpone consideration of the proposed United Nations Middle East Anti-Narcotics Bureau or Agency until the thirteenth session. (I, para. 16.)
3. To authorize its Rapporteur to draw up an account of the procedure adopted to discharge item 5 on its agenda (the draft Single Convention), to annex the draft text of part of the Convention prepared by the Drafting Committee, as amended and approved by the Commission, and to transmit this account on its behalf to the Council as an additional part of its report. (I, para. 17.)
4. To adopt its report to the Economic and Social Council on its twelfth session. (I, para. 18.)
5. To place the items listed in paragraph 27 on its provisional agenda for the thirteenth session. (I, para. 27.)
6. To indicate its intention of inviting observers from States not members of the Commission to participate in its deliberations on certain items for discussion during its thirteenth session, as set forth in paragraph 28. (I, para. 28.)
7. To appeal to all Governments to pay special attention to the need for strict application of the provisions of the international narcotics treaties. (II, para. 38.)
8. To place on record its appreciation for the work accomplished by the Division, during the year under review. (II, para. 48.)
9. To request the Secretariat to study, in co-operation with the World Health Organization, the possibility of applying a procedure such as that outlined in document E/CN.7/331/Rev.1 regarding the adoption of international non-proprietary names for narcotic drugs under international control, and to draft suitable provisions for consideration for inclusion in the Single Convention. (II, para. 55.)
10. That, in accordance with article 2 of the 1948 Protocol, the measures applicable to drugs specified in article 1, paragraph 2, group I of the 1931 Convention should provisionally apply to the substance d-2,2-diphenyl-3-methyl-4-morpholino-butyryl-pyrrolidine, also known by the symbol R.875, pending receipt of the decision or findings of WHO. (II, para. 64.)
11. To urge Governments to co-operate with PCOB in supplying data promptly. (II, para. 71.)
12. To remind Governments which had not yet complied therewith, of the recommendation in Economic and Social Council resolution 548 F I (XVIII) regarding the discontinuance of the medical use of cannabis. (II, para. 72.)
13. To express its appreciation of the presence of Mr. Safwat, representative of the Permanent Anti-Narcotics Bureau of the League of Arab States, and Mr. J. Nepote of ICPO and the hope that representatives of both organizations would continue to attend future sessions of the Committee on Illicit Traffic and the Commission. (III, paras. 79 and 80.)
14. (a) To express its gratitude for the assistance and information made available to the Committee on Illicit Traffic and the Commission by the observers of countries who were present during the meetings; and to express the hope that in future better co-operation would be forthcoming from Governments who had been invited to send observers to its meetings but who had been unable to attend, despite repeated invitations. (III, para. 81.)  
(b) To approve the continuation of the practice of the Committee on Illicit Traffic meeting three working days in advance of the regular session of the Commission; and to nominate the following countries to be represented on the Committee in 1958: Canada, Egypt, France, India, Iran, Mexico, Turkey, the United Kingdom and the United States of America. (III, para. 83.)  
(c) To take note of the suggestions made by a working group of the Committee on Illicit Traffic regarding means of facilitating the consideration of documents presented to the Committee. (III, para. 82.)
15. That the attention of Governments should be drawn to the increasing traffic in cannabis in the world, and the significance of the point that it is sometimes used as an introduction to the "white" drugs. (III, para. 97.)
16. As regards the reporting of origins of drugs seized in the illicit traffic, to recommend Governments to give careful attention to the two related aspects of this question, viz., to increase reports on origin and, at the same time, to increase their consultations with other Governments about them; and to draw attention to the facilities offered by ICPO for the prompt dissemination of information on traffickers at the disposal of Governments. (III, para. 102.)
17. (a) To draw the attention of the Government of Burma to the relevant discussions on illicit traffic, and to urge the Government to submit promptly and regularly information relating to the illicit traffic in accordance with the international narcotic treaties to which it is a party. (III, para. 110.)  
(b) To request the Secretary-General to bring to the attention of the Burmese authorities the information made available to it indicating the existence of clandestine manufacture of crude morphine in or around the Shan States. (III, para. 137.)

18. To commend the Turkish authorities upon the strict measures they had adopted against illicit traffickers. (III, para. 116.)
19. To commend the Government of Thailand on the steps it had already taken, and to express the hope that it would vigorously continue and complete its action so as to suppress completely the non-medical consumption of opium. (III, para. 128.)
20. To note with approval the great efforts of the authorities in Hong Kong to curb the illicit traffic, and to commend the Government in this regard. (III, para. 136.)
21. To note with approval the heavy penalties imposed by the Governments of Canada, China and the United States on convicted traffickers. (III, paras. 139 and 153.)
22. To request the Secretary-General to ask the Syrian Government for detailed information regarding the large confiscations of morphine reported in 1955, and to urge that Government to communicate promptly and regularly reports on seizures in accordance with article 23 of the 1931 Convention. (III, para. 146.)
23. To request the Secretary-General to draw the attention of the Colombian Government to the discussion on the question of the detection of a clandestine laboratory for the manufacture of diacetylmorphine in that country, so that a report might be forthcoming. (III, para. 155.)
24. To request the Secretary-General to bring to the attention of the Cuban Government the discussions relating to the growing illicit traffic in Cuba and also to request that Government to communicate a report on the seizure of cocaine mentioned during the discussion. (III, para. 159.)
25. To bring to the attention of Governments the need for continual vigilance regarding diversions from licit channels. (III, para. 186.)
26. To draw the attention of Governments to the widespread international ramifications of the illicit traffic, the great difficulties encountered by enforcement officers, and the need for continuous mutual exchange of current information regarding illicit trafficking; and to express the hope that Governments would pay greater heed to its appeals for better and closer international co-operation and, in particular, carry out fully the obligations of article 23 of the 1931 Convention. (III, para. 196.)
27. To express the hope that Governments would make a special effort to communicate advance chapters of their annual reports on illicit traffic, in as complete a form as possible, and by the desired date. (III, para. 199.)
28. To request the Secretariat to obtain additional information on drug addiction from the following countries, if possible in time for the next session: Cuba, Liberia, Philippines and Viet-Nam. (IV, para. 239.)
29. To request the Secretariat to prepare annually a supplementary return, following generally the form used in 1956, on the implementation of the recommendations of the Council and of the Commission concerning the prohibition of diacetylmorphine. (V, para. 314.)
30. To congratulate the Government of India on the great efforts which it was making to deal with the problem of cannabis and cannabis drugs. (VII, para. 325.)
31. To request the Secretariat to undertake further cannabis surveys with regard to Lebanon and Nepal, and any other countries in which the question is of importance, subject to consultation with the Governments concerned. (VII, para. 331.)
32. To ask the Secretary-General to renew his request for information from the Government of Nepal regarding cannabis. (VII, para. 332.)
33. To express its appreciation of the great value of the study by WHO on synthetic drugs received in accordance with Council resolution 505 C XVI, and to recommend that these studies of synthetic substances with morphine-like effects should be continued and be kept up to date by WHO. (VIII, para. 345.)
34. To approve the programme for further studies in the field of synthetic drugs, as set out in document E/CN.7/319/Add.1, latitude being left to the Secretariat regarding priorities among them. (VIII, paras. 364 and 365.)
35. To consider the revision of chapter X (drug addiction) of the Form of Annual Reports at its thirteenth session. (VIII, para. 367.)
36. That there was no reason for revising its position on ketobemidone, and that it would not recommend the reconsideration of Council resolution 548 H II (XVIII). (VIII, para. 375.)
37. To postpone until its thirteenth session further consideration of the measures to be taken for the control of khat. (IX, para. 404.)
38. To invite the Governments concerned to co-operate closely with each other in dealing with the problem of khat, to study the medical, social and economic effects of the consumption of khat leaves and the possibility of limiting or abolishing the cultivation of the plant in their respective territories, and to report their conclusions to the Secretary-General at an early date to enable him to submit this information to the Commission for use at its thirteenth session. (IX, para. 407.)

## ANNEX IV

### Statement of financial implications submitted by the Secretary-General

1. Draft resolution I in Annex I, referred to in para. 308 of the report, requests the Secretary-General to increase the staff and facilities of the United Nations Laboratory so as to permit of an increased number of analyses of opium samples being carried out and of research on methods of determining the geographical origin of opium by physical and chemical means being expedited.

2. The approximate equivalent of the time of two of the three chemists on the staff of the Narcotics Division is at present devoted to the laboratory project on opium research and determination of origins. Since the chemists are also required to advise on the technical aspects of a number of other (non-laboratory) projects, for instance, in particular, on the high priority studies on synthetic drugs, this proportion cannot be increased. There is also a shortage of general service (secretarial) capacity in connexion with the project, only part-time arrangements being feasible with present resources. The project is thus operated on minimum resources.

3. The extent of additional resources required to carry out the objects of the resolution must be a relative matter, in view of the variable factors represented by (i) the degree to which it is desired to speed up the analyses, research by the United Nations Laboratory itself, and the work incidental to research being done by the collaborating scientists in various countries; (ii) the contribution which may be made to this work by Governments, including particularly the offer by the Government of Canada to undertake analyses of samples.

4. There is working space in the laboratory for up to two additional chemists without significant further expenditure on facilities.

5. The Secretary-General accordingly considers that the minimum feasible additional costs that would arise in event of implementation of the proposal in the draft resolution would be:

(a) <i>In respect of personnel :</i>	<i>United States dollars</i>
(i) One junior chemist or technical assistant (assistant officer level) (salary plus a 20 per cent allowance for recruitment and common staff costs) .....	6,000
(ii) One bilingual secretary (Geneva level with allowance for common staff costs) .....	4,200
(iii) Consultant on spectrographic methods (for a minimum of six weeks, fees, subsistence and travel — lump sum provision) .....	1,500
(b) <i>In respect of facilities :</i>	
Additional cost of supplies and supplementary apparatus (excluding the cost of major additional pieces of equipment, e.g. infra-red spectrophotometer) .....	1,000
TOTAL 12,700	
Less 10 per cent average reduction for normal recruitment delay .....	11,180

6. In answer to an inquiry from the Commission<sup>6</sup> the Secretary-General stated that the addition of a second junior chemist or technical assistant would add another \$4,200.

#### *Extension of Commission session*

7. The extension of the session of the Narcotics Commission to five weeks by one additional week<sup>7</sup> will involve a further expense of \$5,000 in temporary assistance for Geneva conference services.

<sup>6</sup> See paras. 306 to 308.

<sup>7</sup> See para. 440.

## ANNEX V

### *Seizures of synthetic narcotic drugs for the years 1954, 1955 and 1956*

(as contained in the annual reports of Governments submitted under article 21 of the 1931 Convention, and received by the Secretariat up to 15 May 1957)

	1954	1955	1956
FAR EAST			
India .....	—	—	pethidine HCl: 41 ampoules
Japan .....	dimethylthiambutene: 754 g + 43,738 ampoules	dimethylthiambutene: 710.9 g	dimethylthiambutene: 140 g + 7064 cc.
Thailand .....	—	—	Physeptone (methadone HCl): 32 g
Viet-Nam .....	—	Dolosal (pethidine HCl): 35.3 g	—

ANNEX V (continued)

	1954	1955	1956
<b>EUROPE</b>			
Austria .....	Heptadon (methadone HCl): 10 ampoules	methadone: 396 ampoules	—
Belgium <sup>8</sup> .....	methadone: 1.450 g	—	—
Denmark <sup>9</sup> .....	—	—	—
France .....	—	—	pethidine: 61 ampoules
Germany (Federal .. Republic of) .....	pethidine: 35.140 g methadone: 13.879 g levorphan: 1.849 g ketobemidone: 8.215 g	pethidine: 2.197 g methadone: 0.693 g levorphan: 0.007 g	ketobemidone: 0.760 g pethidine: 12.180 g levorphan: 0.180 g methadone: 0.270 g
Italy .....	Nephedine (pethidine): 570 g	—	—
Switzerland <sup>10</sup> .....	—	—	—
<b>AMERICA</b>			
Canada .....	—	—	Demerol (pethidine): 3 g methadone: 3 g
United States of America .....	Demerol (pethidine): 170.1 g Amidone (methadone): 28.3 g	Demerol (pethidine): 255.1 g Amidone (methadone): 28.3 g	
<b>OCEANIA</b>			
Australia .....	pethidine: 32 g methadone: 14 g phenadoxone: 0.8 g	pethidine: 4.1 g methadone: 0.3 g levorphan: 0.006 g	pethidine: 21 g methadone: 0.2 g

<sup>8</sup> The annual report for 1956 stated that some ampoules of methadone were found in possession of addicts who had obtained them by forged prescriptions.

<sup>9</sup> The annual reports for 1954 and 1955 indicated some illicit traffic in synthetic drugs derived from licit sources.

<sup>10</sup> The annual reports for 1954, 1955 and 1956 reported some convictions for violations of the narcotics regulations in regard to synthetic drugs diverted from licit sources.

ANNEX VI

Revised text of articles 2-20 and 23-27 of the Second Draft of the Single Convention

The revised text, adopted by the Commission, of articles 2 to 20 and 23 to 27 of the second draft of the Single Convention (E/CN.7/AC.3/7 and Corr.1) reads as follows:

Article 2

*Substances under control*

1. The drugs listed in Schedules annexed to this Convention shall be subject to such measures of control as are respectively provided for them in this Convention as follows:

(a) Drugs listed in Schedule I are subject to all measures of control except those referred to in paragraphs 1 (e) and 2 of this article;

(b) Drugs listed in Schedule II are subject to the same control measures as those in Schedule I, except as otherwise provided;

(c) Preparations other than those listed in Schedule III are subject to the same measures of control as the drugs which they contain;

(d) Preparations listed in Schedule III are exempt from the provisions of this Convention except as otherwise provided;

(e) Drugs listed in Schedule IV shall be subject to the following measures: the Parties shall prohibit the production, manufacture of, trade in, possession and use of such drugs except for small amounts for medical and scientific research including controlled clinical experiments. A special authorization valid for a period to be specified therein shall be required for such use.<sup>11</sup>

2. The opium poppy, coca bush and cannabis plant shall be subject to such control measures as are specifically provided.

3. The Parties shall use their best endeavours to apply to substances which do not fall under this Convention, but which may be used in the illicit manufacture of synthetic and other drugs, such measures of supervision as may be practicable.

4. Parties are not required to apply the provisions of this Convention to drugs which are commonly used in industry for other than medical or scientific purposes, provided that:

<sup>11</sup> The representatives of Canada and the United Kingdom thought that it was undesirable to embody in the Draft Convention a list of drugs the prohibition of which was prescribed or recommended and thought the paragraphs concerned (article 2, paragraph 1 (e) and part of article 3, paragraph 3, of the revised text, as reproduced in this annex) should be omitted.



(a) They ensure by appropriate methods of denaturing or by other means that the drugs so used are not liable to be abused or have ill-effects (article 1 (k)) and that the harmful substances cannot in practice be recovered; and

(b) They include in the statistical information (article 28) furnished by them figures on the amount of each drug so used.

5. Schedules I, II, III and IV as modified from time to time in accordance with article 3 shall form an integral part of this Convention.

### Article 3

#### *Changes in the scope of control*

1. Where a Party has information which, in its view, may require an amendment to any of the Schedules, it shall notify the Secretary-General, furnishing at the same time all relevant information. A notification to the same effect may also be made by the World Health Organization.

2. The Secretary-General shall transmit such notification to the Parties, to the Commission and, where the notification is made by a Party, to the World Health Organization.

3. Upon receipt of a notification under paragraph 2 and after consultation with the World Health Organization, the Commission may amend any of the Schedules, and if the Commission finds that the liability of the substance in question to be abused and to produce ill-effects (article 1 (k)) is particularly great and that such liability is not offset by substantial therapeutic advantages not possessed by substances other than drugs in Schedule IV, it shall place such substance in Schedule IV.<sup>12</sup>

4. Upon receipt of a notification regarding the inclusion of an additional substance in the system of control established by this Convention, the Commission may, prior to consultations with the World Health Organization, recommend that the Parties apply provisionally to that substance the provisions of this Convention relating to drugs in Schedule I.

5. Decisions of the Commission taken in accordance with this article shall not be subject to review by the Council as provided in article 11.

### CHAPTER III. OBLIGATIONS OF PARTIES

#### Article 4<sup>13</sup>

1. The Parties shall take all legislative and administrative measures necessary:

<sup>12</sup> The representatives of Canada and the United Kingdom thought that States should not be asked to bind themselves in advance to prohibit any drugs which the Commission might choose to add to Schedule IV. They thought that the relevant part of this paragraph should be omitted; see also footnote 11 referring to article 2, paragraph 1 (e) as reproduced in this annex.

<sup>13</sup> Article 4 of the revised text combines the substance matter of articles 4 and 5 of the second draft (E/CN.7/AC.3/7 and Corr.1).

(a) To give effect to and carry out the provisions of this Convention within their own territories, and

(b) To co-operate with other States in the execution of the provisions of this Convention and in particular

2. shall:

(a) Maintain the international and national control organs required for the carrying out of the provisions of this Convention;

(b) Furnish the international control organs with the information required by them for the performance of their functions under this Convention;

(c) Fight the illicit traffic and provide for effective<sup>14</sup> penal sanctions to ensure the observance of laws and regulations enacted in pursuance of this Convention;

(d) Use their best endeavours to treat and rehabilitate drug addicts; and,

(e) Carry out decisions of the international control organs which are binding upon them under this Convention, and consider sympathetically<sup>15</sup> for acceptance and performance recommendations relating to the aims of this Convention which may be adopted by these organs or by other competent organs of the United Nations.

### CHAPTER IV. INTERNATIONAL CONTROL ORGANS

#### Article 6

##### *The international control organs*

The Parties recognizing the competence of the United Nations with respect to the international control of drugs, agree to entrust the following international organs with the functions assigned to them under this Convention:

- (a) The international Narcotics Commission; and,
- (b) The international Narcotics Control Board.

#### Article 7

##### *Expenses of the international control organs*

The expenses of the international drug control organs will be borne by the United Nations in such a manner as shall be decided by the General Assembly. The Parties which are not Members of the United Nations shall contribute to these expenses such amounts as the General Assembly shall find equitable and assess from time to time after consultation with the Governments of these Parties.

<sup>14</sup> The Drafting Committee, i.e., the Committee charged with preparing a revised draft for adoption by the Commission (Chapter XII, para. 3 of this report), carefully considered alternative language and adopted "effective" as being the most descriptive of the three aspects for the purpose of penal sanctions, i.e., deterrent, punitive and corrective. A minority of the members of the Commission (China, France, Turkey and United States of America) proposed to replace the word "effective" by the word "severe".

<sup>15</sup> The Drafting Committee was advised by the Legal Office that this phraseology "considered sympathetically" is contained in other United Nations instruments.

## The Commission

### Article 8

#### *Constitutional position and continuity of function*

1. The Commission shall be a functional Commission of the Council.

2. The term of office of each Member of the Commission shall, for the purpose of this Convention, end on the eve of the first meeting of the Commission which its duly elected successor shall be entitled to attend.<sup>16</sup>

### Article 9

#### *Privileges and immunities*

Representatives of Members on the Commission, their deputies, assistants and advisers shall enjoy such privileges and immunities as are necessary for the independent exercise of their functions under this Convention.<sup>17</sup>

### Article 10

#### *Committees*

The Commission may, by a two-thirds majority of its Members present and voting authorize a Committee of its Members to perform such of its functions under this Convention as it shall see fit, and under such conditions as it shall in each case determine.<sup>18</sup>

### Article 11

#### *Decisions and recommendations*

1. Except as provided in article 3, paragraph 5, of this Convention, each decision or recommendation adopted by the Commission pursuant to the provisions of this Convention shall be subject:

(a) To the right of the Council, to be exercised not later than at its first regular session commencing after

<sup>16</sup> The Iranian Delegation wished to point out that, since the number of Members of the United Nations in the last two years has been increased by one-fourth, i.e., 22, the number of the members of the International Narcotics Commission should be increased accordingly.

The Turkish representative declared that since the Commission was not an organ created by a decision of the Economic and Social Council and its functions were not fixed by the Council, but was a body set up by the Single Convention and having the prerogatives provided thereby, its composition should be determined by that Convention.

<sup>17</sup> The representative of the United Kingdom stated that it was the view of his Government that, as the Commission would be a functional Commission of the Economic and Social Council, the Convention should not purport to deal with the privileges and immunities of members of the Commission.

<sup>18</sup> The representative of the United Kingdom stated that his Government regarded this article as unnecessary, as the question of the extent to which the Commission should act by means of a Committee of its members was a matter which could safely be left to the Commission itself to decide.

the end of the session of the Commission at which a decision or recommendation was adopted, to approve, modify or refer to the General Assembly such decision or recommendation. The Council may waive this right;

(b) To approval by the Council, if the Commission so requests; and

(c) To approval or modification by the General Assembly if the Council decides to refer such decision or recommendation to the General Assembly in accordance with sub-paragraph (a) above.

2. Each decision or recommendation of the Commission shall come into force in respect of each Party upon the receipt of a notification of the Secretary-General that the provisions of this article have been satisfied and of a copy of the final text of the decision or recommendation in question.

## CHAPTER IV. INTERNATIONAL CONTROL ORGANS

### Article 12

#### *Functions of the Commission*

The Commission shall consider all matters pertaining to the aims of this Convention, and in particular:

(a) Shall determine the composition of the schedules in accordance with article 3;

(b) Shall (i) consider what changes be required in this Convention;

(ii) prepare draft instruments; and

[(iii) select the amendment procedure and adopt amendments to this Convention in accordance with article 57;]<sup>19</sup>

(c) may (i) request States to supply such information as it may find necessary for the performance of its functions in accordance with this Convention, in such manner and by such dates as it may from time to time determine;

(ii) on the recommendation of the Board amend (articles 21 and 22) the list of items in respect of which Parties are required to furnish statistics and estimates in accordance with articles 28 and [29] [29 (a) to (c)];<sup>20</sup>

(d) Shall discuss and appraise in the light of the aims and provisions of this Convention any information at its disposal;

(e) Shall call the attention of the Board to any matters which may be relevant to the functions of that organ;

(f) May recommend programmes of scientific research and exchanges of information of a scientific or technical nature;

<sup>19</sup> Decision on the text of clause (iii) has been deferred until article 57 has been considered; the representatives of Mexico, Turkey, Union of Soviet Socialist Republics and Yugoslavia proposed the deletion of this clause since their Governments were opposed to granting the Commission the powers mentioned therein.

<sup>20</sup> Decision on this article reference has been deferred until article 29 has been considered.

(g) Shall make such other recommendations as it may consider useful for the implementation of the aims and provisions of this Convention;

(h) May decide to communicate to Governments and to publish information at its disposal;

(i) May request States which are not Parties to carry out decisions which it adopts in accordance with this Convention; and

(j) Shall perform such other functions under the Charter of the United Nations as the Council may direct.<sup>21</sup>

#### Article 13

##### *Secretariat*

The Secretariat of the Commission shall be provided by the Secretary-General.

#### The Board

#### Article 14

##### *Composition*

1. The Board shall consist of nine members to be elected by the Council as follows:

(a) Two members with medical, pharmacological or pharmaceutical experience from a list of at least three persons nominated by the World Health Organization; and

(b) Seven members from a list of persons nominated by the members of United Nations and by Parties which are not Members of the United Nations.<sup>22</sup>

2. The Commission may authorize the representative of one of its Members to attend the sessions of the Board as an observer.

3. Members of the Board shall be such persons as, by their technical competence, impartiality and disinterestedness, will command general confidence, and while in office, they shall not hold any position or engage in any activity which would be liable to impair their impartiality in the exercise of their functions on the Board. The Council shall, in agreement<sup>23</sup> with the Board, make all arrangements necessary to ensure the full technical independence of the Board in carrying out its duties under this Convention.

<sup>21</sup> The representatives of the United Kingdom and Yugoslavia considered that this paragraph should be deleted as being outside the scope of the Convention.

<sup>22</sup> The following countries, namely, China, Japan, Mexico, Peru, the Union of Soviet Socialist Republics, proposed that there should be references to the necessity for equitable geographical representation in the constitution of the Board.

<sup>23</sup> In accordance with the decision of the Commission, the word "agreement" was retained but the Drafting Committee suggested that the word "consultation" was preferable to the word "agreement"; the representatives of Canada, France, Hungary, India, the Union of Soviet Socialist Republics, the United Kingdom and Yugoslavia stated that they preferred the word "consultation" to the word "agreement"; see also footnote 20 relating to article 25 of the revised text as reproduced in this annex.

4. The Council shall give consideration to the importance of including on the Board, in equitable proportion, persons possessing a knowledge of the drug situation, both in the producing and manufacturing countries on the one hand, and in the consuming countries on the other hand, and connected with such countries.<sup>24 25</sup>

#### Article 15

##### *Terms of office*

1. The members of the Board shall serve for a period of five years and be eligible for re-election.

2. The term of office of each member of the Board shall end on the eve of the first meeting of the Board which his duly elected successor shall be entitled to attend.

3. A member of the Board who has failed to attend:

(a) Four sessions of the Board during his term of office; or

(b) All the sessions during a full calendar year, shall be deemed to have resigned.

4. The Council, by a three-fourths majority and on the recommendation of the Board, may dismiss a member of the Board whom it finds not to fulfil the conditions required for membership.<sup>26</sup>

5. Where a vacancy occurs on the Board during the term of office of a member of the Board, the Council shall fill such vacancy for the remainder of the term in accordance with the applicable provisions of article 14.

#### Article 16

##### *Privileges, immunities and remuneration*

1. Members of the Board shall enjoy such privileges and immunities as are necessary for the independent exercise of their functions under this Convention.

2. The Secretary-General shall have the right to waive the immunity of any member of the Board in any

<sup>24</sup> Mr. May (PCOB) supported by the delegates of Canada, China, France, Hungary, Iran, Mexico, United Kingdom, United States of America and Yugoslavia, suggested that the words "persons possessing a knowledge of the drug situation" did not sufficiently explain to Governments nominating candidates for membership on the Board the necessary qualifications. There should be added some such words as "and a knowledge of the international conventions and their operation or a willingness to acquire such knowledge".

<sup>25</sup> The representative of Turkey declared that the Council should bear in mind the advantages of the Board's including three representatives of producing countries, three representatives of manufacturing countries and one representative of a consuming country.

<sup>26</sup> The representatives of Mexico, United Kingdom and Yugoslavia supported the view expressed by the Legal Office of the Secretariat that voting by a three-fourths majority in the Council might be inconsistent with Article 67 of the Charter of the United Nations whereby decisions of the Council are made by a simple majority. In order to avoid this difficulty, the representatives of those countries favoured amending this clause to provide that dismissals of members of the Board would be made by a simple majority of the Council acting on a recommendation of a three-fourths majority of the Board.

case where in his opinion the immunity would impede the course of justice and can be waived without prejudice to the proper performance of the functions of the Board.

3. The members of the Board shall receive adequate remuneration as determined by the General Assembly on the recommendation of the Council.

#### Article 17

##### *Rules of procedure*

1. The Board shall elect its own President and such other officers as it may consider necessary and shall adopt its rules of procedure.

2. The Board shall meet as often as, in its opinion, may be necessary for the proper discharge of its functions, but shall hold at least two sessions in each calendar year.

#### Article 18

##### *Delegation of authority*

With the exception of the measures provided for in article 23, the Board may, under such conditions as it shall determine, authorize one or more of its members and in appropriate cases, its Secretary, to perform such of its functions as it may see fit.<sup>27</sup>

<sup>27</sup> It is proposed by Turkey and the United States of America that article 18 should read as follows:

“With the exception of the measures listed below, the Board may, under such conditions as it shall determine, authorize one or several of its members forming a committee, and in appropriate cases members of its Secretariat, to perform such of its functions as it may see fit:

“1. The recommendation to the Commission to modify, by addition, change or deletion, the list of items of which Parties are required to furnish estimates in accordance with article 29 (Ref. para. 163).

“2. The fixing of the date or dates by which and the manner in which such estimates should be furnished and requesting the use of forms (Ref. para. 164).

“3. The establishment of an estimate by the Board for any state which fails to furnish an estimate by the date specified by the Board (Ref. para. 166).

“4. The deeming of an estimate to be unsatisfactory (Ref. para. 169); requesting explanations from the State concerned in accordance with paragraph 5, and the reiteration of such request after an appropriate interval (Ref. paras. 170-171); provided, that a decision made by the Board under this paragraph may be delegated, for implementation only, to a duly constituted committee.

“5. The periodical issuance by the Board of such information on the estimates as, in its opinion, will facilitate the execution by all States of the provisions of this Convention (Ref. para. 175); provided, that a decision by the Board under this paragraph may be delegated, for implementation only, to a duly constituted committee.

“6. The recommendation to the Commission to modify, by addition, change or deletion, the list of items on which Parties are required to furnish statistics in accordance with article 28 (Ref. para. 176).

“7. The determination of the manner in which such statistics should be furnished, and requesting the use of forms (Ref. para. 177).

“8. The examination of the statistical returns with a view to determining whether a Party or any other State has complied with the provisions of this Convention and, in particular, with those of articles 29 to 31 (Ref. para. 178); provided, that a

#### Article 19

##### *Decisions*

Except as provided elsewhere in this Convention or unless the Board fixes a different date, every decision taken by the Board in accordance with the provisions of this Convention shall come into force in respect of each Party upon receipt of a notification of such decision.

#### Article 20

##### *Functions of the Board*

The Board shall:

(a) Administer the estimate system (article 21);

(b) Administer the system of statistical returns (article 22);

(c) Take steps toward ensuring that the supply limits in accordance with articles 29-31 are not exceeded;

(d) Supervise exports of drugs to non-Parties in accordance with the provisions of this Convention;

(e) Adopt the measures which it may take under this Convention in order to ensure the implementation of its provisions by all States (article 23);

(f) Report to the Council and Parties on the execution of its functions under this Convention (article 24); and

(g) Make such recommendations as it may deem useful for the performance of its functions under this Convention.

#### Article 23

##### *Measures to ensure the execution of provisions of the Convention*

The Board, in the performance of its functions and in order to ensure that the provisions of this Convention are carried out, may adopt the following measures:

decision by the Board under this paragraph may be delegated, for implementation only, to a duly constituted committee.

“9. The [requiring] [requesting] Parties to furnish further information or details deemed necessary to complete or explain the information contained in the statistical returns; provided that a decision by the Board under this paragraph may be delegated, for implementation only, to a duly constituted committee (Ref. para. 179).

“10. The communication and publication of an account of the explanations given or [required] [requested] in accordance with paragraph 4, and any observations which the Board may desire to make in respect of any particular statistical return, explanation or request for explanation (Ref. para. 182).

“11. Adoption of the measures provided for by this Convention to ensure the execution of its provisions by all States (article 23) (Ref. para. 159).

“12. Preparation of a report to the Council and Parties on the execution of its functions under this Convention (article 24) (Ref. paras. 160 and 235), but presentation of the report may be delegated to a duly constituted committee.

“13. The making of such recommendations as it may deem useful for the performance of its functions under this Convention (Ref. para. 162).”

Yugoslavia was in agreement for paragraphs 2, 3, 4, 8, 9, 10, 11 and 13 of this proposed text of article 18.

The references in the proposed article are to the second draft of the Single Convention (E/CN.7/AC.3/7 and Corr.1).

1. (a) Request information from governments.

(b) If the Board, on the basis of information in its possession, has reason to believe that the provisions of this Convention are not substantially being carried out in any country or territory or that the drug situation in any country or territory requires elucidation, the Board shall have the right to ask for explanations from the Government in question.

(c) If the Board thinks fit, it may call the attention of a Government to its substantial failure to carry out the provisions of this Convention or to a gravely unsatisfactory drug situation in the territory under its control.

Subject to the right of the Board to make public declarations or to publish information in accordance with this Convention, the Board shall treat as confidential a request for information or explanation or a communication as provided in sub-paragraphs (a), (b) and (c) above.

(d) The Board may call upon a Government to adopt such remedial measures as shall seem under the circumstances to be necessary for the execution of the provisions of this Convention.

(e) Where the Board has reason to believe that a local inquiry would contribute to the elucidation of the drug situation in a country or territory, it may propose to the Government concerned that a person or a committee of inquiry designated to this end by the Board be sent to that country or territory. If the Government fails to reply within four months to the Board's proposal, such failure shall be considered a refusal to consent. If the Government expressly consents to the inquiry it shall be made in collaboration with officials designated by that Government.<sup>28</sup>

2. If the Board finds that the substantial failure of a State to carry out provisions of this Convention is seriously impeding the control of drugs in the territory of another State, it may:

(a) Call the attention of the Parties and of the Council to the matter;

(b) Make a public declaration that in its opinion a Party has violated its obligations under this Convention or that any other State has failed to take the measures necessary to prevent the drug situation in its territory from becoming a danger to the effective drug control in the territory of other Parties or States. If the Board makes such a declaration it shall also publish the views of the Government concerned if the latter so requests.

3. Recommendation of embargo

If the Board finds:

(a) As a result of its study of the estimates and statistics furnished under article . . . , that a Party has

<sup>28</sup> The representatives of Hungary, Mexico and the Union of Soviet Socialist Republics stated their opposition to the proposal to give the International Body powers to conduct local inquiries. The representative of Yugoslavia emphasized that a provision permitting the Board to carry out a local inquiry might prevent certain States from accepting the new Convention; he was therefore in favour of the deletion of sub-paragraph (e).

failed substantially to carry out its obligations under this Convention or that any other State is seriously impeding the effective administration thereof, or

(b) In the light of the information at its disposal, that excessive quantities of drugs are accumulating in any country or territory or that there is a danger of that country or territory becoming a centre of illicit traffic, it may recommend an embargo on the import of drugs, the export of drugs, or both, from or to the country or territory concerned, either for a designated period or until it shall be satisfied as to the drug situation in such country or territory. The State concerned may bring the matter before the Council.

4. Mandatory embargo<sup>29</sup>

(a) Announcement of, and imposition of embargo.

The Board may, on the basis of findings made under sub-paragraphs (a) or (b) of paragraph 3 of this article, adopt the following measures:

(i) The Board may announce its intention to impose an embargo on the import of drugs or the export of drugs, or both, from or to the country or territory concerned;

(ii) If the announcement mentioned in sub-paragraph (a) (i) of this paragraph fails to remedy the situation the Board may impose the embargo provided that the lesser measures set out in sub-paragraphs (a) and (b) of paragraph 2 of this article have failed or are unlikely to correct the unsatisfactory situation. The embargo may be imposed either for a definite period or until the Board is satisfied as to the situation in the country or territory concerned. The Board shall forthwith notify the State concerned and the Secretary-General of its decision. The decision of the Board shall be confidential and, except as expressly provided in this article, shall not be disclosed until it is established in accordance with sub-paragraph (c) (i) of this paragraph that the embargo is to take effect.

(b) Appeal.

(i) A State in respect of which a decision to impose a mandatory embargo has been taken may, within thirty days of receipt by that State of such decision, notify the Secretary-General confidentially in writing of its intention to appeal and within another thirty days, furnish in writing the reasons for such appeal;

(ii) The Secretary-General shall at the time of coming into force of this Convention request the President of the International Court of Justice, to appoint an Appeals Committee consisting of three members and two alternates who, by their competence, impartiality and disinterestedness, will command general confidence. If the President of the International Court of Justice informs the Secretary-General that he is unable to make the appointment, or does not make it within a period of two months from the receipt of the request to do so, the

<sup>29</sup> The representatives of Hungary, the Union of Soviet Socialist Republics and Yugoslavia thought that the right of the Board to impose the mandatory embargo unjustifiably extended its functions. They thought that the relevant part of the Single Convention (paragraph 4 of article 23 of the revised text as reproduced in this annex) should be omitted.

Secretary-General shall make the appointment. The term of office of the members of Appeals Committee shall be five years and any member may be eligible for reappointment. The members shall, in accordance with arrangements made by the Secretary-General, receive remuneration only for the duration of the sittings of the Appeals Committee;

(iii) Vacancies on the Appeals Committee shall be filled in accordance with the procedure set out in sub-paragraph (b) (ii) of this paragraph;

(iv) The Secretary-General shall forward to the Board copies of the written notification and the reasons for the appeal referred to in sub-paragraph (b) (i) of this paragraph and, without delay, provide for a meeting of the Appeals Committee to hear and determine the appeal and shall make all arrangements necessary for the Appeals Committee's work. He shall furnish the members of the Appeals Committee with copies of the Board's decision, the communications referred to in sub-paragraph (b) (i) of this paragraph, the Board's reply if available and all other relevant documents;

(v) The Appeals Committee shall adopt its own rules of procedure;

(vi) The appellant State and the Board shall be entitled to be heard by the Appeals Committee before a decision is taken;

(vii) The Appeals Committee may affirm, vary or reverse the Board's decision relative to the imposition of the embargo. The decision of the Appeals Committee shall be final and binding and shall forthwith be communicated to the Secretary-General;

(viii) The Secretary-General shall communicate the decision of the Appeals Committee to the appellant State and to the Board;

(ix) If the appellant State withdraws the appeal, the Secretary-General shall notify the Appeals Committee and the Board of such withdrawal.

(d) Execution of the embargo.

(i) The embargo imposed in accordance with sub-paragraph (a) of this paragraph shall come into force sixty days after the Board's decision unless notice of appeal is given in accordance with sub-paragraph (b) (i) of this paragraph. In this case the embargo shall come into force thirty days after the withdrawal of the appeal or after a decision of the Appeals Committee upholding the embargo in whole or in part;

(ii) As soon as it is established in accordance with sub-paragraph (c) (i) of this paragraph that the embargo is to take effect, the Board shall notify all the Parties of the terms of the embargo and the Parties shall comply therewith.

5. The Board may subject to the provisions of this article publish in the cases mentioned in the preceding paragraphs of this article the information at its disposal and such comments as it may find appropriate. The Parties undertake to permit the unrestricted distribution of such publications in the territory under their control.

6. If the Board publishes a decision taken under this article or any information relating thereto, it shall also

publish the views of the Government concerned if the latter so requests. If the decision of the Board is not unanimous the views of the minority shall be stated.

7. A State in respect of which a measure is considered under the provisions of this article, shall be given an opportunity through its representative of an oral hearing by the Board before the decision is taken. This does not apply to measures under paragraphs 1 (a), (b) or (e) or if it is not intended to render the action public to measures under paragraph 1 (c).

8. Decisions of the Board under this article shall be taken by a majority of the whole number of the Board.

#### Article 24

##### *Reports to the Council and Parties*

1. The Board shall prepare an annual report on its work and such additional reports as it may consider necessary containing also, in respect of each country or territory for the preceding year, an analysis of the estimates and statistical information at its disposal, and an account, unless considered unnecessary, of the explanations, if any, given by or required of Governments, together with any observations which the Board may desire to make. These reports shall be submitted to the Council through the Commission, which may make such comments as it shall see fit.

2. The reports shall be communicated to the Parties and subsequently published. The Parties undertake to permit their unrestricted distribution within the territory under their control.

#### Article 25

##### *Administrative services*

1. The Council shall, in agreement<sup>30</sup> with the Board, make the necessary arrangements for the organization and working of the Board in order to provide, through the Secretary-General, for the administrative services of the Board and for the control of its staff by him in administrative matters.

2. The Secretary-General shall, subject to the approval of the Council, appoint the secretary and staff of the Board on the nomination of the Board.

### CHAPTER V. NATIONAL CONTROL ORGANS

#### Article 26

##### *Special administration*

Each Party shall maintain a special administration which shall be responsible for ensuring that the obligations assumed by such Party under this Convention are effectively carried out in its territory.

<sup>30</sup> The Drafting Committee stated that it would prefer the word "consultation" to the word "agreement"; the representatives of Canada, India and the United Kingdom expressed the same preference; see also footnote 23 relating to article 14, paragraph 3, of the revised text as reproduced in this annex.

CHAPTER VI. INFORMATION TO BE FURNISHED  
BY PARTIES

Article 27

*Information to be furnished to the Secretary-General*

1. The Parties shall furnish to the Secretary-General such information as the Commission may request as being necessary for the performance of its functions, and in particular:

(a) An annual report on the working of the Convention within each of their territories;

(b) The text of all laws and regulations promulgated in order to give effect to this Convention;

(c) Such particulars as the Commission shall determine concerning cases of illicit traffic; and

(d) The names and addresses of the governmental authorities empowered to issue export and import authorizations or certificates.

2. Parties shall furnish the information referred to in the preceding paragraph in such manner and by such dates and use such forms as the Commission may request.

ANNEX VII

List of documents relevant to the report of the Commission

<i>Chapter</i>	<i>Documents</i>
<b>I. ORGANIZATIONAL AND ADMINISTRATIVE MATTERS</b>	
Representation at the session	
Opening and duration of the session	
Election of officers	
Adoption of the agenda	Twelfth session provisional agenda: E/CN.7/316 and Add.1 and 2
Programme and priorities in the field of narcotic drugs	Provisional timetable: E/CN.7/L.149
Adoption of the report of the Commission to the Economic and Social Council on its twelfth session	Note by the Secretary-General: E/CN.7/L.148 E/CN.7/L.164 and Add.1-26
Organization of the thirteenth session of the Commission	Note by the Secretariat: E/CN.7/L.168
<b>II. IMPLEMENTATION OF THE TREATIES AND INTERNATIONAL CONTROL</b>	
Report of the Division of Narcotic Drugs	Report of the Division of Narcotic Drugs: E/CN.7/317 and Add.2 and 4
Seventh report of the Expert Committee on Addiction-producing Drugs	<i>World Health Organization: Technical Report Series No. 116</i> ; E/CN.7/323
Annual reports of Governments	<i>Summary of Annual Reports of Governments for 1955</i> : E/NR.1955/Summary and Add.1. United Nations publication, Sales No.: 1957.XI.1
National laws and regulations	<i>Cumulative Index for 1947-1956</i> : E/NL.1956/Index. United Nations publication, Sales No.: 1957.XI.2
Use of non-proprietary names for narcotic drugs under international control	Scope of control: E/CN.7/329
List of drugs	Control of acetic anhydride: note by observer of Greece: E/CN.7/L.165
Report of the Permanent Central Opium Board	Note by the Secretariat: E/CN.7/331/Rev.1
Statement of the Drug Supervisory Body	Table by the Secretariat: E/CN.7/317/Add.3 <i>Report to the Economic and Social Council on the Work of the Board in 1956</i> : E/OB/12 and Addendum. United Nations publication, Sales No.: 1956.XI.4 <i>Estimated World Requirements of Narcotic Drugs in 1957</i> : E/DSB/14. United Nations publication, Sales No.: 1956.XI.5

- III. ILLICIT TRAFFIC
- Reports on the illicit traffic in 1956
- Review of the illicit traffic in Narcotics during 1956: E/CN.7/321 and Add.1-4  
 Memorandum by the International Criminal Police Organization on the illicit traffic in 1956: E/CN.7/322 and Corr.1  
 Chapter XI of annual reports for 1956: E/CN.7/R.6 and Add.1-50  
 Summaries of reports on illicit transactions and seizures: E/NS.1956/Summaries 4-12; E/NS.1957/Summaries 1-13  
 Report of the Committee on Illicit Traffic: E/CN.7/L.145  
 Joint draft resolution (France, India, Turkey, Yugoslavia): E/CN.7/L.152 (E and R) 152/Rev.1 (F and S)  
 Note by Laos: E/CN.7/L.169
- IV. ABUSE OF DRUGS (DRUG ADDICTION)
- Note by the Secretariat: E/CN.7/318 and Add.1  
 Report by the WHO Study Group on Treatment and Care of Drug Addicts: E/CN.7/320
- V. OPIUM AND OPIATES
- The request of Afghanistan to be recognized as a State producing opium for export
- Note by the Secretariat: E/CN.7/328  
 Annual report of Afghanistan: E/CN.7/L.161  
 Draft resolution (India): E/CN.7/L.162  
 Draft resolution (United Kingdom): E/CN.7/L.163
- Scientific Research
- Note by the Secretariat: E/CN.7/326  
 Draft resolution (France): E/CN.7/L.154  
 Draft resolution (Egypt): E/CN.7/L.159 and Add.1 (financial implications)  
 Note by the Secretariat: E/CN.7/317/Add.1
- The question of diacetylmorphine
- VI. THE QUESTION OF THE COCA LEAF
- Report of the Division of Narcotic Drugs: E/CN.7/317 and Add.4  
*Summary of Annual Reports of Governments*: E/NR.1955/Summary and Add.1. United Nations publication, Sales No.: 1957.XI.1
- VII. THE QUESTION OF CANNABIS
- Surveys of the cannabis situation in the Union of South Africa, Basutoland, Bechuanaland, Swaziland, Northern and Southern Rhodesia, Brazil, Angola, Mozambique, Morocco (French zone), India, Pakistan, Italy, Egypt, Costa Rica: E/CN.7/286 and Add.1-18, and Add.12/Corr.1  
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