


ECONOMIC AND SOCIAL COUNCIL
Resumed Forty-ninth Session
OFFICIAL RECORDS
*Wednesday, 11 November 1970,
at 11.5 a.m.*
NEW YORK

President: Mr. J. B. P. MARAMIS (Indonesia).

*Tribute to the memory of General Charles de Gaulle,
former President of the French Republic*

1. The PRESIDENT said he was sure that the Council would wish him to convey to the French delegation, and through it to the French Government and to Mme de Gaulle, the Council's deep sympathy on the occasion of the death of General Charles de Gaulle.

2. As a war-time leader and as President of France, General de Gaulle had been a giant figure who had left an indelible mark on history and the minds of men. His passing left a gap that was not likely soon to be filled, and in a real sense marked the end of an epoch.

On the proposal of the President, the members of the Council observed a minute's silence in tribute to the memory of General Charles de Gaulle.

3. Mr. VIAUD (France) thanked the President for the sentiments he had conveyed to France and all Frenchmen on an occasion of great sadness, which had given rise to many expressions of sympathy in the General Assembly and many of its organs on the preceding day. The French delegation was deeply touched by those expressions of sympathy, which would be transmitted to the French Government and to the bereaved family.

AGENDA ITEM 5
**Report of the Commission on Narcotic Drugs
on its second special session (E/4931, E/L.1362)**

4. The PRESIDENT drew the Council's attention to the report of the Commission on Narcotic Drugs on its second special session (E/4931), held from 28 September to 3 October 1970, pursuant to Council resolution 1532 (XLIX) of 24 July 1970. Chapter V of the Commission's report contained a resolution entitled "United Nations Fund for Drug Control", recommending action by the Council. The Council also had before it a draft resolution submitted by six delegations (E/L.1362).

5. Mr. KUSEVIC (Director, Division of Narcotic Drugs), introducing the Commission's report, said that in the present explosion of drug abuse in the world four main trends could be detected. First, drug abuse had spread to countries or regions where it had been practically unknown ten years ago, such as tropical Africa and some European countries. Secondly, there was a strong trend towards the more powerful drugs. Thirdly, drug abuse was now spreading to parts of society where it had been largely unknown ten years ago, and was spreading very rapidly among young

people. Lastly, there was the recent emergence of the psychotropic drugs.

6. Supply and demand were the main factors in the drug abuse explosion. Some 800 or 900 tons of opium were produced for medical use, but in addition about 1,200 tons were produced for illicit use. That represented a very large supply of opium or its derivatives, and meant substantial pressure on the illicit market. In many countries or regions there was considerable demand, which attracted illicit traffic and thus stimulated illicit production. The solution was clear: there must be simultaneous action against illicit supply and demand, and cultivation of the opium poppy must be eliminated and replaced with other crops or economic activities. In order to reduce demand, addicts must be treated and returned to society. At the same time, the link between supply and demand, namely, the illicit traffic, must be cut.

7. Educational measures were most important, especially where addiction was beginning. The situation was becoming more serious in the developed countries, but the menace of drug abuse was graver to the developing countries because they lacked the means to fight it.

8. The Commission on Narcotic Drugs had therefore decided at its special session that a special fund was necessary to finance the activities he had referred to above. The proposal was that both short-term and long-term action should be prepared. Short-term action would include training courses for control services and propaganda against addiction. Regional centres should be established for study and training measures, as well as centres for treating addicts and returning them to society. Experiments in rural development were also necessary in areas where the opium poppy was cultivated.

9. The long-term action would involve expansion of the measures referred to in the short-term programme and the preparation of more detailed plans for training centres and programmes aimed at the replacement of illicit crops, together with the strengthening of police measures.

10. All the Commission's recommendations were reflected in draft resolution E/L.1362.

11. Mr. KOTSCNIG (United States of America) said that the Council had now reached an hour of decision on an issue of world-wide importance. The drug abuse problem was now at a stage that threatened the lives and welfare of millions of men, women and children at all social levels in most parts of the world. If the problem continued unresolved, it might well affect the stability of nations, which might have to face a choice between progress and decay. He had no wish to overdramatize the situation, but anyone who read the statistics, for the world, for the

United States, or even for the city of New York, who realized the rapid growth of the problem everywhere, and who was aware of the steady drift to the use of hard drugs, especially heroin and the psychotropic drugs, would know what he meant.

12. At its forty-eighth session, in March 1970, the Council had shown its awareness of the magnitude and pervasiveness of the drug menace. In July it had convened a special session of the Commission on Narcotic Drugs, and the Council now had before it the report of that session (E/4931). The United States Government deeply appreciated the results the Commission had been able to achieve despite the short time available for preparing the special session. The Commission's report and the action the Council took today might prove to be a turning point in the fight against one of the great evils besetting mankind. He hoped the Council would recognize what had been achieved and act positively on the recommendation of the Commission on Narcotic Drugs.

13. On the basis of the Commission's report, in particular chapter V, containing a resolution recommending action by the Council, six countries, including his own, had submitted a draft resolution (E/L.1362). It largely reflected the Commission's resolution, which had been adopted by 18 votes to none, with 5 abstentions, and he had learned that three of those abstentions had been due to delay in receiving instructions from the Governments concerned.

14. Both resolutions recognized the need to establish and implement a comprehensive plan for integrated international action against the abuse of drugs, both narcotic and psychotropic, at the three critical points of supply, demand and illicit traffic.

15. The two resolutions recognized that both national and international action was required. Drug addiction was an international problem, but it required national action, sustained by international measures and programmes. The United States was devoting substantial sums to eliminating drug abuse; in 1970 the Federal funds allocated totalled \$136.6 million, not including what the State or the municipal authorities spent under that head. That was a sufficient indication of his Government's concern. He believed that other countries were making similar efforts to control drug abuse, for the benefit of their own people and the peoples of the world, since it was a problem that had no frontiers. It could not be effectively dealt with by national action alone—all countries must work together to bring the drug menace under control. Countries must take bilateral action, where possible, and also act as Members of the United Nations.

16. Both resolutions called for immediate action, in the form of short-term measures to lay the foundation for long-term action, as indicated in the second preambular paragraph of the draft resolution (E/L.1362).

17. The establishment of a special fund for drug-abuse control, as proposed in operative paragraph 3 of the draft resolution, presented a difficulty to some countries. Indeed, the United States had for years opposed the proliferation of special funds, believing that the available resources should be concentrated on one over-all programme. It had been

suggested that the money that would certainly be needed should be furnished from the regular budget of the United Nations, but the United States, realizing how far those resources were committed, would not favour such a solution.

18. Another solution suggested was to make the special fund part of UNDP. That was an attractive idea, and it might be the final solution, but for the next few years the fund as projected would be such as to permit its administration by the Secretary-General without any additional administrative machinery. It would be relatively small, the estimated total for the first year being \$5 million, of which the United States would contribute \$2 million. It appeared that that amount would be adequate for the programme envisaged for the first year.

19. One reason why it was not appropriate to make the special fund part of UNDP was that the programmes and activities it would finance were highly specialized and technical, and related to areas largely outside the development objectives that were within the scope of UNDP. Moreover, since UNDP was in process of reorganization, it would be unreasonable to ask it to accept new responsibilities at the present stage. However, that did not mean that the special fund might not eventually be transferred to UNDP after two or three years. By that time the reorganization would be completed, and it might be hoped that, as a result of the long-term plan that the Secretary-General was being asked to prepare, it would be possible to develop a different sort of project, more massive and more expensive, such as a programme to assist countries in crop substitution. Some pilot projects had already been prepared. On the scale required such programmes would require much international support, and crop substitution would be part of a development programme, going beyond the question of narcotic drugs; thus by a later stage UNDP might be a suitable instrument for administering the fund. Whatever was done at the present stage, with respect both to the immediate programme and the drafting of a long-term plan, both resolutions implied the co-operation of the specialized agencies and related organizations. WHO had already developed far-reaching plans, and the General Conference of UNESCO had passed a resolution that would ensure UNESCO's co-operation. Operative paragraph 4 of the draft resolution dealt with that aspect of the problem.

20. The preparation of the long-term plan should not be expensive; it would involve merely the cost of expert advice. After the stage of preparation, immediate action would be taken within the following year. That part of the operation could not legitimately be financed from the regular budget, and the special fund could provide the relatively small sum required.

21. With respect to operative paragraph 5, he said that in the first instance the Commission on Narcotic Drugs would consider the long-range plan to be prepared by the Secretary-General in co-operation with other bodies. The Commission would then make recommendations to the Economic and Social Council at its fifty-second session in 1972. That time-table was important in order to maintain momentum, to keep the Council in the picture and give it the opportunity to review whatever action was decided on at the present stage. By next March the Council would have

a report on the implementation of other parts of the resolution.

22. Referring to operative paragraph 6, he said that, although the Council was fully competent to take a decision approving the resolution, calling for a long-term plan, establishing a small fund and, in general, beginning a programme, the sponsors of the draft resolution considered that the General Assembly should have the opportunity to examine the problem, and to stress the urgent need for concerted action by the United Nations system.

23. There were undoubtedly more important issues before the United Nations. It had to deal with urgent political problems, and with important problems of development, though progress in development could be affected by drug abuse, since in some countries addicts could be counted in millions, and addiction was undoubtedly holding back progress in many parts of the world. Other problems might be more important, but few other problems came so close to home, in terms of fear in individual families and human suffering. The problem was so basic to human welfare, and so divorced from politics, that methods to alleviate it should not be seen from a political viewpoint. He therefore hoped that all members of the Council would support the draft resolution.

24. Mr. KOSCIUSKO-MORIZET (France) said that, generally speaking, his delegation approved the recommendations of the Commission on Narcotic Drugs for integrated international action against drug abuse, contained in the report on its second special session.

25. The use of drugs for legitimate medical needs was already strictly controlled in some countries, including France. Regulations on the distribution of therapeutic products which could be used as drugs had proved most successful in France, and the code of professional ethics had proved a significant barrier to drug addiction. The harmonization of national regulations and the exchange of information on measures adopted in each country to govern the distribution of medicines were indispensable.

26. Crop substitution was an essential part of the world effort to combat drug abuse. His delegation had always supported resolutions urging Governments to consider crop substitution measures, and it welcomed the Commission's proposals to that end, particularly its call for co-operation with FAO. It must be borne in mind, however, that production of narcotic raw materials was difficult to control and that their alkaloid content varied according to cultivation methods, climate and the type of soil. It was not enough simply to limit the amount of such materials. Although programmes such as the Sunflower Project for the substitution of cannabis cultivation in Lebanon should be encouraged, it must be borne in mind that crop substitution was only part of the picture.

27. In view of the alarming increase in illicit traffic in drugs, it was more necessary than ever to enable national and international agencies to take more effective action in a determined campaign against persons engaged in trafficking. Preventive action to combat drug addiction was indispensable. UNESCO could participate in education programmes and WHO and the ILO could help develop methods for the

treatment and cure of addicts and their reintegration in society. It was therefore essential to ensure close co-ordination between the activities of the United Nations agencies concerned. As the Commission's report rightly pointed out, the drug problem was not the same in every country or in all social strata, and there was a danger in the great publicity given to narcotic drugs and to drug abuse by mass information media.

28. His delegation was, in general, opposed to the proliferation of special funds, particularly in view of the administrative costs they entailed. It would, however, vote in favour of the Commission's recommendation regarding the establishment of a United Nations fund for drug control, for the proposal offered the international community an opportunity to affirm its intention to wage a very intensive campaign against the abuse of dangerous drugs. The fund's resources should be used mainly to increase information available to national and international agencies and to dispense technical assistance requested by Governments; they should not be allocated to existing agencies. UNDP might be entrusted with the administration of the fund. The United States representative's comments in that connexion merited careful consideration.

29. Since the summer of 1969 the French Government had adopted a number of measures along the lines of those recommended by the Commission. Addiction and drug traffic control units had been established in police headquarters in all major French cities and narcotics control squads had been substantially augmented. Special training for police was provided. A bill now before Parliament would double the penalties for French and foreign nationals engaged in drug traffic and would establish a system of care for addicts.

30. France earnestly desired to strengthen co-operation among the various authorities responsible for international narcotics control with a view to controlling traffic through its territory. Co-operation with the United States was particularly close and had already proved very fruitful. Such efforts would be of no avail, however, unless they formed part of the extensive international campaign called for by the Commission. His delegation would therefore support draft resolution E/L.1362 and would participate fully in international efforts to eradicate the plague of drug abuse.

31. Mr. BRADLEY (Argentina) said that the report of the Commission on Narcotic Drugs stressed a problem with serious moral implications. Drug abuse had assumed epidemic proportions and had led to an increase in crime and moral deterioration. Drug abuse was also an economic problem, for vast amounts of capital were removed from normal investment channels and the productivity of a large sector of the population was curtailed. Argentina did not have a serious drug abuse problem. Its territory, however, was used for the illicit transport of drugs, and it therefore attached considerable importance to drug control.

32. His Government's general reservations concerning the proliferation of United Nations funds financed by voluntary contributions had prevented it from becoming a sponsor of draft resolution E/L.1362. Nevertheless, it considered a United Nations fund for drug-abuse control to be essential and would support the draft resolution.

33. Mr. ALLEN (United Kingdom of Great Britain and Northern Ireland) said that his delegation had misgivings of principle regarding the establishment of special funds. However, in view of the urgent need for international action to combat drug abuse, it would support the establishment of the fund recommended in the draft resolution, on the understanding that when the Economic and Social Council discussed the long-term measures, it would consider whether the need still existed for a permanent body. His Government would weigh the progress achieved during the coming months in deciding whether it should contribute to the fund.

34. The draft resolution did not actually spell out what the fund would be used for. He therefore proposed that the phrase "used for the purposes which were approved by the Commission and" should be inserted in operative paragraph 3 after the word "initially".

35. Mr. BRECKENRIDGE (Ceylon) supported the United Kingdom amendment, for it called attention to the important activities enumerated in paragraph 2 of the resolution adopted by the Commission. The objective of the draft resolution was laudable and his delegation would have no difficulty supporting the establishment of the proposed fund.

36. The Economic and Social Council and the General Assembly should concentrate on long-term measures, which were called for in operative paragraph 1 of draft resolution E/L.1362. Crop substitution was of fundamental importance and had profound social and economic implications. Because drug abuse had such a strong impact on economic development, UNDP could assume responsibilities other than those relating to the administration of the fund.

37. The drug abuse problem plagued developed and developing countries alike, and was not peculiar to the poorer parts of those countries, paragraph 36 of the Commission's report notwithstanding. Although international action was desirable, the problem must be tackled essentially at the national level.

38. Mr. OGISO (Japan) said that his delegation recognized the importance of ensuring integrated international action against drug abuse on a long-term basis. However, it had reservations concerning the establishment of a fund for drug abuse control financed by voluntary contributions. Firstly, the fund's relationship with existing technical assistance for drug control was not clearly defined in the draft resolution and its establishment might lead to duplication. Secondly, existing international action for drug abuse control adequately met the requirements of the majority of Member States, including Japan. Thirdly, his delegation was not fully convinced that the fund was necessary. His delegation supported the United Kingdom amendment to operative paragraph 3, but reserved its decision regarding that paragraph. It would, however, vote in favour of the draft resolution as a whole.

39. Mr. DIXIT (India) said that the report of the Commission on Narcotic Drugs on its second special session was the outcome of Economic and Social Council resolution 1402 (XLVI) of 5 June 1969 and went some way towards meeting the objectives of General Assembly reso-

lutions 2433 (XXIII) and 2434 (XXIII) of 19 December 1968. India was a member of the Commission on Narcotic Drugs and of the International Narcotics Control Board and had participated actively in the work of those bodies. As one of the largest producers of primary drugs, his country was conscious of the problems which had prompted the report and the draft resolution (E/L.1362).

40. The essential part of the Commission's report was chapter II, in particular paragraphs 31 to 43, in which the Commission had endeavoured to identify areas of crisis in the production of a commodity which had created very serious economic and health problems.

41. Most of the statements on the question of drug abuse, both in the Council and elsewhere, implied that the whole danger lay in primary drugs, but, after careful consideration and observation of the movement and use of drugs, his delegation had come to the conclusion that efforts to control the use of drugs should cover all psychotropic substances too. Some work had been done in that direction and a convention was being prepared. The distinction between primary drugs and psychotropic substances was an artificial one since misuse of both had the same results and there should therefore be a multi-dimensional approach to the problem of drug abuse.

42. In connexion with operative paragraph 4 of the draft resolution, his delegation felt that it was essential for the work to be carried out in co-operation, in particular, with FAO, since the question of crop substitution was involved, and UNESCO, in connexion with educational and training programmes to make youth aware of the implications of the misuse of drugs, as well as with WHO.

43. With regard to the critical points at which control should be exercised, his delegation believed that production was not so important. That was a matter for national policy and Governments were conscious of their responsibilities. Supply was perhaps important but the most critical point was the point of misuse and in that context his delegation felt that, of the four areas for international action mentioned in operative paragraph 1 of the Commission's resolution, the second and third were the most important since they concerned the root of the problem.

44. Although it had co-sponsored the resolution adopted by the Commission, his delegation had been unable to co-sponsor draft resolution E/L.1362, partly because it felt that a resolution adopted at a high policy level should specify the need for a multi-dimensional approach and also because it would like to have a more detailed operational idea of the specific purposes for which the fund proposed in operative paragraph 3 would be used. The United Kingdom amendment went some way towards meeting the latter point. He pointed out, moreover, that a clearer definition of the uses of the fund might attract increased resources. As his delegation had indicated in the Commission, India would not be able to make a financial contribution to the fund, but it would be willing to offer expertise in the implementation of any projects to which the fund was applied.

45. His delegation would strongly support the draft resolution in the context of his remarks.

46. Mr. KASATKIN (Union of Soviet Socialist Republics), referring to the statement by the United States representative, said that perhaps the reason why the problem under consideration, although serious, was not the most important facing the United Nations was that it was not truly universal but concerned only certain countries. The aim of draft resolution E/L.1362 was to resolve the problem within the framework of the United Nations family of organizations. The problem, however, fell within the jurisdiction of the countries concerned and his delegation believed that those countries where it was most acute should be called upon to take immediate action either at the national level or in co-operation with other countries concerned.

47. Referring to the statement by the representative of France concerning the need to use the information media and the need for educational programmes to prevent the further spread of drug abuse, he said that the resolution to be adopted by the Council would be more powerful if it was drafted along those lines. The representative of France had also provided a specific example of bilateral co-operation as an effective means of combating the illicit drug traffic.

48. Despite the clear statement of the problem given by the United States and other representatives, his delegation still had doubts concerning the form of action to be taken if a draft resolution such as that proposed was adopted. It would therefore have to abstain, as it had done in the vote on the resolution adopted by the Commission on Narcotic Drugs.

49. Mr. CALOVSKI (Yugoslavia) said that his delegation, which had traditionally been in the forefront of the struggle against narcotic drug abuse and had supported all international efforts in that field, considered the draft resolution now before the Council as a further measure which would help to combat the spread of drug abuse and to alleviate its adverse social effects. The report of the Commission on Narcotic Drugs was clear and conveyed the preoccupations of delegations which had organized the second special session, an endeavour which his delegation had supported. In connexion with the language used in operative paragraph 3 of the draft resolution, he drew attention to paragraphs 118 to 125 of the Commission's report and said that any efforts to improve the proposal should be welcomed. The remarks made by the representatives of Ceylon and India should be taken into account in future deliberations concerning the substitution of narcotic crops. Success would only be achieved if the measures taken were comprehensive rather than restrictive.

50. Mr. GUELEV (Bulgaria) said that his remarks would be of a preliminary nature since the competent authorities in his country had not yet commented on the report of the Commission on Narcotic Drugs and the draft resolution before the Council (E/L.1362) contained similar proposals to those in the resolution adopted by the Commission. His delegation, however, had serious doubts as to the need for international action by the United Nations system such as the preparation of short-term or long-term plans for dealing with the problem of drug abuse. The problem was very complex but it concerned certain countries only. It could not be solved by administrative or police measures alone

and attention should be paid to the social aspects. The countries concerned should study the matter and take the necessary measures to combat the scourge, either individually or in collaboration with other countries where the problem was acute. Such collaboration could be effective if there was a firm and sincere determination to co-operate in combating the illicit traffic in drugs.

51. Referring to the statement by the French representative, he said that the measures which had been taken in France deserved attention both as effective measures that could be envisaged at the international level and as possible areas for co-operation among the countries concerned with combating drug traffic.

52. His delegation saw no need to commit the United Nations system to an international campaign. He did not think the drug abuse problem affected the developing countries as a whole to any great extent or was of any urgency in such countries and if the problem did exist in some, it could not be studied in isolation from other social and economic problems. His delegation's vote on the draft resolution would be motivated by the considerations he had outlined.

53. Dr. COIGNEY (World Health Organization) said that, as several representatives had indicated, his Organization had a particular interest in problems related to the abuse of any dependence-producing substances. The World Health Assembly, in resolution WHA 23.42, had emphasized the importance of problems of drug addiction and the need for greater efforts to solve them. WHO had therefore welcomed the decision to convene a second special session of the Commission on Narcotic Drugs to consider effective measures to suppress the illicit drug traffic and to reduce the illicit demand for drugs. It was imperative that the United Nations and WHO should co-ordinate their activities in a plan of action which took account of their different areas of competence.

54. The World Health Assembly had been concerned at the scope and seriousness of public health problems resulting from the self-administration of dependence-producing drugs particularly among the young. It had felt that any decision concerning the control of a substance likely to be abused and become a public health problem should be based on a medical evaluation both of the risk of addiction and of the therapeutic value of the substance. It had been convinced of the urgent need for local, national and international measures directed towards prevention, treatment and rehabilitation. Until the demand for dependence-producing drugs could be reduced, measures directed towards restricting their distribution were unlikely to achieve the desired result. The demand could be reduced only through the education of the young to prevent addiction and through the treatment and rehabilitation of addicts. The twenty-third World Health Assembly had recognized the urgent need for improved programmes in those areas and the Director-General of WHO was now taking the necessary measures.

55. Of the matters dealt with in the report of the Commission on Narcotic Drugs and in the draft resolution before the Council, WHO was not concerned with those

relating to the production and the illicit traffic of dependence-producing drugs, except for the identification of the substances to be controlled and the degree of control to be imposed in the light of the therapeutic value of such drugs. It wished, however, to collaborate with other international organizations in educational and social measures directed towards the prevention of drug abuse and the treatment and rehabilitation of addicts.

56. In accordance with operative paragraph 4 of the draft resolution, WHO was ready to assume its responsibilities in connexion with dependence-producing drugs and their abuse and to collaborate in the preparation and implementation of a plan of action which took account of the areas of competence of the various agencies concerned.

The meeting rose at 1.5 p.m.