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COMMISSION ON NARCOTIC DRUGS
REPORT OF THE ELEVENTH SESSION

(23 APRIL — 18 MAY 1956)

ECONOMIC AND SOCIAL COUNCIL
OFFICIAL RECORDS: TWENTY-SECOND SESSION

SUPPLEMENT No. 8

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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.



COMMISSION ON NARCOTIC DRUGS

Report to the Economic and Social Council on the eleventh session of the Commission, held in Geneva from 23 April to 18 May 1956

CHAPTER I

ORGANIZATIONAL MATTERS ¹

Representation at the session

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

Canada: Mr. K. C. Hossick;

China: Dr. Yen Chun-hui; Mr. Yao Yung-lin and Mr. Tsing-chang Liu (Alternates);

Egypt: Dr. Amin Ismail; Major-General Abd el Aziz Safwat;

France: Mr. C. Vaillie; Mr. Emile de Curton (Alternate); Mr. J. Le Cannelier and Miss Anne Lissac (Advisers);

Greece: Mr. G. Panopoulos;

India: Shri S. D. Nargolwala;

Iran: Mr. A. G. Ardalan; Mr. M. Movasaghi (Adviser);

Mexico: Mr. O. Rabasa; Mr. R. Rosenzweig Díaz and Mr. J. A. Merigo Aza (Advisers);

Peru: Dr. Alfredo Lynch;

Poland: Mr. W. Wieniawski; Mr. J. Jurkiewicz (Alternate);

Turkey: Mr. M. Özkol; Mr. S. Ağa (Alternate);

Union of Soviet Socialist Republics: Mrs. V. V. Vasilyeva; Miss G. Osnytskaya (Adviser);

United Kingdom of Great Britain and Northern Ireland: Mr. J. H. Walker; Mr. T. C. Green (Alternate);

United States of America: Mr. H. J. Anslinger;² Mr. F. T. Merrill (Principal adviser and acting representative); Mr. V. Boening (Adviser);

Yugoslavia: Mr. D. Nikolic.

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

<i>State</i>	<i>Observers</i>	<i>Item of the agenda ³</i>
Afghanistan	Mr. A. H. Tabibi	6
Federal Republic of Germany	Mr. Heinrich Danner	5, 7, 10, 11, 15
Hungary	Mr. Gyula Horvath	5
Israel	Mr. M. Kahany	4, 14
Italy	Mr. Gabriele Tancredi	5, 9, 10, 15
Japan	Mr. Kachio Ichikawa	5, 7, 10, 11, 15
	Mr. Keisuke Arita	
Lebanon	Mr. A. Yazbek	4, 14
	Mr. E. Azizi	
Netherlands	Mr. A. Kruyse	5, 10, 15
Pakistan	Mr. Ahmed Ali	5, 6, 9
Portugal	Mr. F. de Alcambar	
	Pereira	4, 9
Switzerland	Mr. G. Weisflog	5, 10, 15
Thailand	Luang Prakob Thanakit,	4
	Mr. Chitra Posayanonda,	
	Police Brigadier-General	
	Yuen Prabhavat,	
	Mr. Dej Talabhat	

3. The following States were also invited:

<i>State</i>	<i>Item ³</i>
Belgium	15
Bulgaria	5, 6
Iraq	6

but were not able to attend.

4. The Governments of Cuba and Czechoslovakia designated observers to follow the deliberations of the Commission.

¹ See E/CN.7/SR.326.

² Unable to attend.

³ See paragraph 16.

5. At the 295th meeting, the representative of the Soviet Union, considering that the legal Government of China was the Government of the People's Republic of China, objected to the presence of a "representative of the Kuomintang". This view was supported by the representatives of Poland and Yugoslavia.

6. The representative of China reaffirmed his right to represent his country at the Commission, stating that his Government was the only legitimate Government of China and was recognized as such by the United Nations. The Commission was not competent to discuss its membership. The representative of the United States agreed with the position of the representative of China.

7. The Permanent Central Opium Board was represented by Sir Harry Greenfield, Mr. H. L. May, and Mr. L. Atzenwiler.

8. The Drug Supervisory Body was represented by Colonel C. H. L. Sharman and Mr. L. Atzenwiler.

9. The World Health Organization (WHO) was represented by Dr. H. Halbach.

10. The Permanent Anti-Narcotics Bureau of the League of Arab States was represented by Major-General Abd el Aziz Safwat.

11. The following non-governmental organizations in consultative status were represented at the eleventh session of the Commission:

World Federation of United Nations Associations (category A): Mr. A. Khoshkish;

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

World Union of Catholic Women's Organizations (category B): Miss J. de Romer.

12. The Director of the European Office of the United Nations, Mr. Adrian Pelt, represented the Secretary-General at the 295th meeting and welcomed the representatives and observers on his behalf. During the remainder of the session, Mr. G. E. Yates, the Director of the Division of Narcotic Drugs, represented the Secretary-General.

Opening and duration of the session

13. The session was opened by Mr. Charles Vaillat (France), the Chairman of the Commission at its ninth and tenth sessions.

14. The session lasted from 23 April to 18 May, and a total of thirty-seven plenary meetings was held.

Election of officers

15. At its 295th meeting, the Commission elected the following officers by acclamation:

Chairman: Mr. J. H. Walker (United Kingdom);

Vice-Chairman: Mr. H. J. Anslinger (in absentia) (United States of America);

Rapporteur: Dr. Amin Ismail (Egypt).

Adoption of the agenda

16. The provisional agenda (E/CN.7/305), drawn up

by the Secretary-General after consultation with the Chairman of the tenth session, read 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 1955
 - e) Estimated world requirements of narcotic drugs in 1956: statement of the Drug Supervisory Body
 - f) The question of opium residues
4. Illicit traffic:
 - a) Reports on the illicit traffic in 1955, and report of the Committee on the Illicit Traffic
 - b) Commission resolution B.I./1955 regarding determinations as to the origin of opium seized in the illicit traffic
5. The proposed Single Convention on Narcotic Drugs
6. Request of Afghanistan to be recognized as a State producing opium for export
7. Abuse of drugs (drug addiction)
8. The problem of the coca leaf
9. The problem of cannabis
10. The problem of synthetic narcotic drugs
11. Scientific research on opium
12. Programme priorities in the field of narcotic drugs
13. Report of the Commission on its eleventh session

Three additional items (E/CN.7/L.120) were proposed by the representative of Egypt:

14. The creation of a regional bureau of the United Nations with a headquarters office in Egypt and a branch office in every country of the Middle East
15. The problem of barbiturates and amphetamines
16. The problem of khat.

17. At its 295th meeting, the Commission decided (a) to place item 14 on its provisional agenda, (b) to defer the part concerning barbiturates in item 15 to its twelfth session and to place the problem of amphetamines on its provisional agenda, (c) to defer item 16 until its twelfth session. It asked its officers, together with the representative of Turkey, to make recommendations as to the agenda and to consider the order of business.

18. At its 296th meeting, the Commission decided unanimously to adopt the agenda in document E/CN.7/305 and the supplementary items 14 and 15 (The problem of amphetamines) in document E/CN.7/L.120. It decided to follow the arrangement of business recommended by its officers as far as it proved feasible. At its 331st meeting, the Commission decided unanimously to adopt its report.

Programme priorities in the field of narcotic drugs

19. At its 324th and 330th meetings, the Commission considered the priorities to be placed on the various functions and projects carried out under its programme of work for the ensuing year, in the light of the directions contained in General Assembly resolutions 413 (V) and 535 (VI) and in Economic and Social Council resolutions 324 (XI), 402 (XIII), 451 (XIV), 497 C (XVI), 557 (XVIII) and 590 (XX), basing itself on the list of priorities which had been adopted at its tenth session and approved by the Economic and Social Council at its twentieth session (E/CN.7/L.128).

20. In discussing *ad hoc* projects, it was pointed out that the Commentary on the 1953 Protocol which had been authorized by Council resolution 548 C (XVIII) was not being completed in the meantime⁴ in view of the very comprehensive Guide to the Protocol (E/NT/9) which had been prepared by the Rapporteur, Mr. Vaillie, and this project was therefore retained at the lowest priority.

21. The representative of WHO thought that there would be more material available regarding barbiturates than regarding khat for the twelfth session of the Commission, and the former was therefore accorded a higher priority.

22. The Commission decided on the following order of priorities:

FIRST PART

Continuing functions

First priority

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

SECOND PART

Continuing projects

First priority

- b) Drug addiction
- c) The problem of synthetic 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*

Second priority

- h) Narcotics bibliography

Ad hoc projects

First priority

- i) The proposed Single Convention
- j) International non-proprietary names
- k) The problem of barbiturates
- l) The problem of khat

Low priority

m) Commentary on the 1953 Protocol

Organization of the twelfth session of the Commission⁵

23. In order to facilitate the preparation and operation of the work of its twelfth session, the Commission decided to include certain items in the provisional agenda for that session, taking as a basis a list of items (E/CN.7/L.140) which it had considered annually in the past. The items so included were:

1. Implementation of the treaties and 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
 - e) Statement of the Drug Supervisory Body on estimated world requirements of narcotic drugs
2. Illicit traffic
3. The proposed Single Convention on Narcotic Drugs
4. Abuse of drugs (drug addiction)
5. Opium and opiates (including scientific research on opium)
6. The problem of the coca leaf
7. The problem of cannabis
8. The problem of synthetic narcotic drugs

together with the four items:

9. International non-proprietary names for narcotic drugs under international control
10. Barbiturates
11. Khat
12. The proposed United Nations Middle East anti-narcotics bureau or agency, which had been agreed upon at its present session⁶

24. In this connexion the Commission also indicated its intention of inviting observers from States not members of the Commission to participate in its deliberations on the following items:

Illicit traffic: Burma, Cambodia, Hashemite Kingdom of Jordan, Israel, Japan, Laos, Lebanon, Portugal, Syria, Thailand.

Single Convention: Afghanistan, Bulgaria, Federal Republic of Germany, Italy, Japan, Netherlands, Pakistan, Poland, Switzerland.

Scientific research: Federal Republic of Germany, Greece, Japan.

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

Cannabis: Italy, Lebanon, Pakistan, Poland, Portugal.

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

The problem of khat: Ethiopia, Yemen.

25. At its 327th meeting, the Commission adopted, by 10 votes to 1, with 4 abstentions, a draft resolution submitted by the United States (E/CN.7/L.143) proposing that the twelfth session of the Commission should be held at the Headquarters of the United Nations in New York.

⁵ See E/CN.7/SR. 324 and 328.

⁶ E/CN.7/SR. 295, 297 and 328.

⁴ See E/CN.7/275/Add.1.

IMPLEMENTATION OF THE TREATIES AND INTERNATIONAL CONTROL

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

26. It was pointed out that 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, which extended the provisions of the 1931 Convention to new narcotics, including synthetic narcotic drugs, had been in force for a considerable time — since 1 December 1949 — and yet a large number of countries had not yet become parties to it⁷. The list of firms authorized to manufacture drugs (E/NF.1955/1) showed that in 1954, fifteen of the twenty-seven countries manufacturing narcotic drugs manufactured synthetic drugs. Of these, the Federal Republic of Germany was the only one not a party to the 1948 Protocol.

27. The observer for the Federal Republic of Germany informed the Commission that his Government, if invited, would be willing to adhere to the Protocol.

28. The Commission unanimously adopted a draft resolution requesting the Economic and Social Council to invite the Federal Republic of Germany to adhere to the 1948 Protocol⁸.

29. The Commission expressed the hope that the People's Republic of Hungary, which manufactured some synthetic narcotic drugs, would also find it possible to accede to the 1948 Protocol. The observer for Hungary stated that he would request his Government to consider the question.

30. The attention of the Commission was also drawn to the fact that, of the eighteen Latin American countries which had signed the Protocol, only one, Mexico, had become a Party to it.

31. It was felt that, especially in the case of the 1948 Protocol, the aim should be to seek the highest degree of universality since new countries might begin to manufacture synthetic drugs, and the best way to meet that development would be to secure the greatest number of ratifications.

32. Many representatives expressed regret that only sixteen States had so far ratified or acceded to the Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and Use of Opium, signed at New York on 23 June 1953, and that only one of the opium producers was included in this group⁹. The representative of the United Kingdom, however, thought that the value of the 1953 Protocol as a whole was controversial. The Commission learned that a further number of countries had taken some

steps in connexion with ratifying or acceding to the Protocol.

33. In connexion with article 11, which provides for local inquiries, the representative of Mexico explained that his Government had not acceded to the Protocol because that article provided a system of limited international inspection which was incompatible with the principle of national sovereignty and thus with his country's Constitution, and because reservations were not permitted in regard to the article. His Government fully agreed with all the other provisions of the Protocol.

34. The Commission adopted, by 7 votes to none, with 7 abstentions, a draft resolution submitted by France, India and the United States (E/CN.7/L.126), recommending the adoption by the Council of a resolution under which the Council, considering that the coming into force of the 1953 Protocol would constitute an important step forward in limiting the production and use of opium to medical and scientific purposes, would invite those States which had not already done so, to ratify the Protocol immediately, so as to ensure its entry into force as quickly as possible¹⁰.

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

35. Under article 21 of the 1931 Convention, Governments are bound to forward to the Secretary-General an annual report on the working of the Convention in their territories. This report is prepared in accordance with a form drawn up by the Commission. The information thus transmitted is analysed and incorporated in an annual summary.

36. At its 300th, 301st, 304th and 326th meetings, the Commission examined the *Summary of Annual Reports of Governments for 1954*¹¹ covering annual reports received by the Secretary-General from 15 November 1954 to 1 March 1956 (122 reports for 1954)¹². Under Economic and Social Council resolution 246 B (IX), a number of Governments had been asked for explanations or additional information concerning statements or figures in annual reports, which material had been used in the preparation of the *Summary*. Following its usual practice, the Commission agreed to examine mainly under this heading those chapters of the *Summary* dealing with subjects not specifically covered by other items of its agenda. It also examined the annual report of Peru for the years 1951 to 1954¹³. Some facts mentioned in this connexion are included in the sections of the report on particular topics.

¹⁰ For the text, see annex I, draft resolution I B.

¹¹ See E/NR.1954/Summary and Add. 1. United Nations publication, Sales No.: 1956. XI. 2.

¹² Since 1 March 1956, four additional reports for 1954 (Cuba, Hungary, St. Thomé and Principe Islands, and Surinam) were received.

¹³ E/NR.1951-1954/1 (Peru).

⁷ E/CN.7/SR. 296, 302, 314 and 326.

⁸ For the text, see annex F, draft resolution I A.

⁹ See E/CN.7/306, paras. 7 and 8; E/CN.7/SR. 296, 299, 300 and 324.

37. Several members expressed concern that cultivation of opium poppy was authorized in Japan¹⁴. It was noted that 147 hectares were designated for cultivation in 1954 as against 4 hectares in the previous year, and that 1,622 poppy cultivators were licensed as compared with 39 in 1953. The opinion was expressed that, although not contrary to the provisions of the 1953 Protocol, which on coming into force would allow cultivation for domestic needs in all countries, such cultivation was not in accordance with Council resolution 548 B III (XVIII) which urged the Governments of countries in which there had been no production of opium in recent years to prohibit such production in the future. The attention of the Commission was, however, drawn to the fact that opium production in Japan had taken place before the war and that it was being resumed in order to restore to the growers their main livelihood and to save some foreign exchange; that it was carried on on a small scale as compared with the pre-war period and as compared with the quantities imported (3 tons against 40 to 50 tons); and that it was strictly supervised in order to prevent illicit cultivation¹⁵.

38. The Commission inquired whether more information was available concerning an offer for sale of opium confiscated in Egypt¹⁶. While no further information was available from the United Kingdom, it was learned from the representative of Egypt that, as the sale of opium for medical and scientific purposes was not prohibited under international agreements, about 13 kg. 200 g. of confiscated opium had been offered to the United Kingdom in exchange for medicaments.

39. On the subject of international co-operation, the Commission's attention was drawn to the work carried out by the Central Information Office of the Singapore Customs Department, which maintained liaison with the Commissioner of Narcotics of the Government of India, the Commissioner of Police of Hong Kong, and the Central Narcotics Intelligence Bureau, Singapore¹⁷. It was pointed out that this liaison work for the exchange of information on illicit traffic had begun first with the Bureau in Singapore and then had been extended with very practical results to other organs.

40. Regarding a specified number of countries in respect of which the Federal Republic of Germany was applying the Conventions of 1912, 1925 and 1931 on a reciprocal basis¹⁸, it was explained that this situation was the result of the problem of succession which arose after the Second World War in regard to Germany's legal obligations. Bilateral agreements had thus been entered into with specific countries having a current trade in narcotics with the Federal Republic of Germany in order to give effect to the above-mentioned treaties.

41. The Commission decided that in future the chapter on illicit traffic in the Summary of Annual Reports should not include all the material relating to the penultimate

year, most of which the Commission would already have considered at its previous session, but only modifications, revised totals of seizures, etc., contained in the full annual reports. Any further chapter on illicit traffic received after the session should be issued in the same documents series as those received in time. Some representatives considered, however, that such a procedure might to some extent break the continuity in the information presented in the *Summary*.

42. The Commission noted that a number of countries and territories had not, up to 18 May 1956, submitted annual reports for the three years 1952, 1953 and 1954¹⁹ and it requested the Secretariat to urge them to contribute to the work of international control of narcotic drugs by sending annual reports to the Secretary-General.

43. The Commission decided, by 11 votes to 4, to take note of the Summary of Annual Reports of Governments for 1954. The representatives of India, Poland, the Soviet Union and Yugoslavia took exception to certain information in the *Summary* relating to the People's Republic of China. The representative of China strongly objected to the statements made by the representatives of India, Poland and the Soviet Union in criticizing his Government's report and said the Commission had no right to prevent Governments of countries which were Members of the United Nations from reporting facts relating to the narcotics situation in their countries.

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

44. Under article 21 of the 1912 Convention, article 30 of the 1925 Convention, article 21 of the 1931 Convention and article 16 of the 1936 Convention, as amended, the States Parties to those treaties have undertaken to communicate to one another, through the Secretary-General, the texts of laws and regulations promulgated in order to give effect to those treaties. Pursuant to resolution 49 (IV) of the Economic and Social Council, the Secretariat has annually prepared an analytical summary of the legislative texts communicated by Governments.

45. At its 302nd, 303rd and 328th meetings, the Commission examined the *Annual Summary of Laws and Regulations Relating to the Control of Narcotic Drugs — 1954*²⁰ covering 122 legislative texts received from twenty-seven Governments during the period 1 November 1954 to 1 October 1955. Since the preparation of the *Summary*, sixty-one additional legislative texts have been communicated to the Secretary-General. The legislative material in the *Summary* includes the consolidated laws of a number of countries.

46. A feature of national legislation during the period covered by the *Summary* is the extension of control to a large number of new synthetic drugs as a result of decisions taken under the provisions of the 1948 Protocol. Furthermore, in compliance with Council resolution 436 G (XIV), Governments frequently designate new narcotic drugs by their international non-proprietary names. Some

¹⁴ See E/NR.1954/Summary, paras. 75 and 545.

¹⁵ As regards the problems raised by the world production of opium and the desirability for Governments to ratify the 1953 Protocol, see paras. 32-34 and chapter V.

¹⁶ See E/NR.1954/Summary, para. 224.

¹⁷ *Ibid.*, para. 249.

¹⁸ *Ibid.*, paras. 253-255.

¹⁹ These countries are listed in annex VI.

²⁰ E/NL.1954/Summary, United Nations publication, Sales No.: 1956.XI.3.

texts included in the *Summary* provide for strict measures pertaining to the licensing of cultivation of narcotic plants. The use of prescription forms for narcotic drugs was provided for by a further number of countries. The prohibition of the dispatch of narcotics by post was also the subject of legislative measures. As regards the non-medical use of opium and cannabis, the consolidated texts reaffirmed the prohibitions previously enacted in this field.

47. The Commission noted that Queensland, Australia, had adopted a definition of the term "drug addict"²¹. It was pointed out that there was danger in excluding from the definition persons suffering from organic diseases, since those persons, once cured of their diseases, might be left in the condition of addiction without being subject to prosecution simply because they had been suffering from an organic disease.

48. The Commission noted the considerable number of drugs dealt with in the chapter relating to the scope of control, and recognized that more simple names were needed to designate those drugs²². It noted that Hungary had placed under control the drug 4,4-diphenyl-6-piperidino-3-hexanone²³ (marketed under the name of Hexalgon), its salts, and derivatives thereof. The wish was expressed that a notification accompanied by the appropriate evidence would soon be forthcoming in order to place this drug under international control. The WHO had already concluded, by analogy with related substances, that this drug should be considered as liable to produce addiction. The Commission also learned that the Union of Soviet Socialist Republics has placed the drug "Promedol" under national control and will institute steps to bring it under international control in accordance with the procedure established by the 1948 Protocol, i.e., after consideration by the WHO Expert Committee on Drugs Liable to Produce Addiction.

49. At its 304th meeting, the Commission noted that the law adopted by Iran banning the cultivation of the opium poppy, (E/NL.1956/1) and the regulations made thereunder, (E/NL.1956/40) constituted a step of the greatest importance. This question is referred to elsewhere in the present report, more particularly in paragraphs 248, 332 to 334, and 344 to 351.

50. In connexion with the chapter on penal sanctions, the attention of the Commission was drawn to the severity of penalties provided for in the basic law of India (Assam)²⁴ under which illegal dealings in opium are punishable by imprisonment up to six years and by a fine of 5,000 rupees, while an amendment to the law provides that if the accused is found to be a smuggler or seller of opium, the sentence will not be less than two years'

rigorous imprisonment and fine, and in the case of recidivism, of not less than three years' rigorous imprisonment and fine.

51. The Commission examined measures relating to the control of internal distribution and noted the provisions of the Opium and Narcotic Drugs Act²⁵ enacted in Canada, notably those allowing for oral prescriptions.

52. The Commission decided to take note of the Annual Summary of Laws and Regulations Relating to the Control of Narcotic Drugs — 1954.

53. In connexion with the examination of the *Summary of Laws and Regulations — 1954*, the Commission reviewed the question of its preparation on an annual basis. In the light of Council resolution 557 A (XVIII) on the limitation of documentation and in the light of the obligation under which it found itself to contribute to the reduction of United Nations documents, the Commission recognized that there was a certain amount of duplication involved in the distribution to Governments of legislative texts and the *Annual Summary*. Having regard to the fact that, under article 21 of the 1931 Convention, Parties are required to communicate to one another, through the Secretary-General, their national laws and regulations, the Commission considered whether its further needs could be met without the preparation of an annual summary. Under such an arrangement, legislative texts would continue to be circulated as they were received, in accordance with the provisions of the Convention; an annual tabulation relating to the changes in the scope of control, corresponding to chapter I of the present *Summary*, would also be prepared; and papers could be prepared at intervals, as appropriate, on particular branches of the subject, such as addiction. In addition, the cumulative index relating directly to the laws instead of to the *Summary* would be prepared every year, not intermittently as had been the case. The index would provide at all times comprehensive references to any given aspect of the subject. It was also suggested by some representatives that every five years States might make a review of their national legislation on narcotics.

54. Most of the representatives on the Commission shared these views and agreed that the *Summary* should be discontinued as a yearly document. Others thought, however, that it should not altogether disappear and that its preparation on a five-year basis might meet the need for a reduction in the documents prepared without entirely depriving Governments of a useful means of information. In that case it was suggested that the Commission might perhaps discuss during its annual session that part of the *Summary* which had been prepared during the year. The opinion was also held that the *Summary* as at present prepared served a very useful purpose and that its discontinuance would deprive the Commission of a practical basis for its consideration of national legislations. Individual texts of laws might prove to be cumbersome. In addition, an index would be of relatively little use without a comprehensive document to which it could refer.

55. It was proposed by one representative that the legislative texts should be issued annually in the form of a bound volume, together with the cumulative index. The

²¹ "A drug addict is any person who has acquired, as a result of repeated administration, an overpowering desire for the continued administration of any dangerous drug or restricted drug, and in whom the cessation of the administration of any such drug so desired leads to definite symptoms of mental or physical distress or disorder, and who does not require the use of any such drug so desired for the relief of symptoms of organic disease." See E/NL.1955/55 and E/NL.1954/Summary, para. 8. 829.

²² See paras. 60 to 65.

²³ See E/NL.1954/Summary, para. 8.395; E/CN.7/SR.302; E/CN.7/313, para. 5.2.3.

²⁴ See E/NL.1950/119; E/NL.1954/Summary, para. 8.758.

²⁵ See E/NL.1955/8; E/NL.1954/Summary, para. 8.578; E/CN.7/SR.300.

Commission felt, however, that this proposal would have little chance of being accepted as it involved additional expense and was contrary to the practices adopted by the United Nations in the field of publications.

56. The Commission considered a draft resolution submitted by Canada (E/CN.7/L.130) for adoption by the Council. This draft as subsequently amended, *inter alia*, urged Governments to communicate their laws and regulations promptly, requested the Secretary-General to circulate annually a cumulative index, to prepare an annual tabulation on changes in the scope of control, to prepare as the need arose summaries, analyses or studies on particular aspects of international control and finally to prepare a summary of laws and regulations every five years instead of every year. An amendment by Poland providing for the circulation by the Secretary-General once a year of texts of national laws and regulations in a bound form was rejected by 9 votes to 4, with 1 abstention. An amendment by India, under which the Secretary-General would be requested to circulate annually the cumulative index together with a summary of laws and regulations such as the present one was rejected by 12 votes to 1, with 1 abstention. An amendment by Yugoslavia for the preparation each year of a summary of laws and regulations on drug addiction was rejected by 9 votes to 3, with 2 abstentions.

57. The Commission finally decided, by 12 votes to none, with 2 abstentions, to recommend the draft resolution as a whole, as amended, for adoption by the Council²⁶.

58. With regard to the question of official forms for the prescription of narcotics (E/CN.7/291), the Commission was informed that, pursuant to resolution 548 I (XVIII) of the Economic and Social Council, inviting Governments, *inter alia*, to use a system of official forms for the prescription of narcotic substances, the Ministry of Health and Social Affairs of the Government of Turkey had put into force a system of special prescription forms bound in counterfoil books of specified design to replace the ordinary prescription forms for prescribing narcotics and that Egypt had already adopted a similar system²⁷.

Report of the Division of Narcotic Drugs

59. The Commission considered the report of the Division of Narcotic Drugs for the period 15 March 1955 to 15 March 1956 (E/CN.7/306 and Add.1-3). Those parts of the report which deal with separate agenda items are discussed under the relevant headings²⁸.

Use of non-proprietary names for narcotic drugs²⁹

60. In view of the rapidly increasing number of drugs being manufactured for trade and the proliferation of trade names for certain drugs, the Commission had long been interested in shortening the procedure for giving them international non-proprietary names. Such names, if

generally used, would help enforcement authorities and others concerned to identify unfamiliar narcotics readily.

61. The task of recommending non-proprietary names for drugs, including narcotic drugs, is carried out by WHO and in particular by the Expert Advisory Panel on the International Pharmacopoeia and Pharmaceutical Preparations. By resolution 548 B II (XVIII), the Council drew attention to the desirability of simplifying and speeding up as much as possible the existing procedure in the selection of international non-proprietary names for newly developed narcotic drugs.

62. In order to expedite the selection of non-proprietary names for narcotic drugs, WHO requested Governments to suggest non-proprietary names for such drugs at the same time as they were notified to be placed under international control³⁰.

63. The opinion was, however, widespread among representatives on the Commission that the procedure needed further revision in order to shorten even more the time which elapsed between the appearance of a new drug and the selection of its non-proprietary name. It was, however, pointed out that proposals for names were rarely submitted at the time of the notification of the drug by the Government, and Governments were urged to lose no time in sending their proposals for new names to WHO. If there were difficulties in choosing a name, Governments might seek advice from WHO or other properly qualified bodies. At the same time, it was felt that precautions should be taken against the acceptance of names proposed by manufacturers, who might be influenced by commercial interests.

64. Although the desirability of indicating the chemical structure in the non-proprietary name was recognized, the Commission felt that this aspect was outweighed by the need for shorter and less complicated names which could be easily remembered. In this connexion, it was suggested that letters and numbers could be used instead of actual names, at least until a name could be agreed upon.

65. The Commission decided to request 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 more speedily than at present, and to place this subject on the provisional agenda of its twelfth session.

Universal Postal Union

66. At its 296th and 324th meetings, the Commission considered the preparatory arrangements made³¹ by the Secretary-General with the International Bureau of the Universal Postal Union (UPU), with a view to implementing the decisions taken by the Commission at its tenth session. It also had at its disposal amendments to the multilateral postal treaties drafted to this end. At its tenth session the Commission had adopted decisions which were intended to ensure that the provisions of the multi-

²⁶ For the text, see annex I, draft resolution I C.

²⁷ See E/CN.7/L.133; E/CN.7/SR.301, 302 and 326.

²⁸ See E/CN.7/SR.296, 297 and 328; see below chapters IV-IX.

²⁹ See E/CN.7/SR.296, 297 and 324.

³⁰ See *World Health Organization: Technical Report Series, No. 95*, pp. 11-12.

³¹ See E/CN.7/306, paras. 33-38.

lateral postal treaties covering narcotic drugs should apply to all drugs falling under international narcotics control. It had also decided that a provision prohibiting the international consignment of narcotic drugs to post office boxes and to banks for the account of a third person need be included in the Single Convention only and not also in the postal treaties³².

67. The Commission was informed that the Bureau, while in agreement with the substance of the Commission's decisions and ready to propose the necessary amendments to the postal treaties, had, however, expressed the opinion that it would be advisable to provide for the prohibition of shipments to post office boxes and banks in the postal treaties as well.

68. During the discussion it was suggested that it might be desirable to ask the International Bureau of UPU to defer action on this point until the Single Convention had received its final form, so as to avoid possible discrepancies between the provisions of the latter and those of the postal treaties if later amendments to the present text of the Single Convention should produce such an effect.

69. The representative of the Secretary-General explained that the Executive and Liaison Committee of UPU was to meet in May 1956 in order to draw up the proposals to be considered by the 1957 Universal Postal Congress and that such congresses meet only once every five years. The Commission would consequently have to decide on any changes in the postal treaties it wished to recommend to UPU at its current session if it desired to avoid delay until 1962. If the provisions adopted by the 1957 Universal Postal Congress should be inconsistent with the final text of the Single Convention, the necessary amendments to the postal treaties could be introduced on the occasion of the 1962 Universal Postal Congress.

70. The Commission, by 8 votes to 3, with 3 abstentions (a) rejected a proposal to request UPU to defer action on amending the narcotics provisions of the postal treaties, and (b) approved *in toto* the Secretary-General's arrangements with the International Bureau of UPU as well as the draft amendments to the postal treaties referred to above.

Scope of control

71. The Commission noted that during the year the following five new synthetic drugs and their salts had been placed under international control by application of the 1948 Protocol³³. Of these, four drugs had been placed under the régime laid down in the 1931 Convention for the drugs specified in article 1, paragraph 2, Group I of that Convention, namely:

1,3-dimethyl-4-phenyl-4-propionoxyhexamethyleneimine, 3-diethylamino-1, 1-di (2'-thienyl)-1-butene (proposed international non-proprietary name: diethylthiambutene), 3-hydroxy-N-phenethylmorphinan,

4-morpholino-2,2-diphenyl ethyl butyrate, and all of their respective salts;

and one drug under the régime laid down for the drugs specified in article 1, paragraph 2, Group II, namely:

4-dimethylamino-1,2-diphenyl-3-methyl-2-propionoxybutane and its salts.

72. As regards myristyl ester of benzylmorphine³⁴, the attention of the Commission was drawn to the fact that WHO had confirmed its previous decision that the drug was not capable of producing addiction but was readily convertible to benzylmorphine or morphine to a degree and with an ease sufficient to constitute a hazard to public health. The Commission took no action on the question of myristyl ester of benzylmorphine pending a conclusive report by the body of three experts.

LEVALLORPHAN³⁵

73. In its discussion of the WHO decision that levallorphan should not be placed under international control³⁶, it was pointed out by some representatives that, although this substance was neither addiction-producing nor readily convertible into an addiction-producing drug, a manufacturer of levallorphan would have available the technical skill, the chemicals and equipment for making the narcotic drug levorphan. The opinion was expressed that this was not a desirable situation and that a loophole in the international control system and in the underlying treaty provisions for narcotic drugs had been revealed.

74. While concurring with the Expert Committee's finding, which was in accordance with the present treaty provisions, the Commission decided to draw the attention of Governments to the dangers that might arise from this situation, and to recommend that Governments take steps to guard against the illicit manufacture of levorphan whenever levallorphan was manufactured.

3-HYDROXY-N-PHENETHYLMORPHINAN³⁷

75. In discussing the WHO decision to place the drug 3-hydroxy-N-phenethylmorphinan under international control³⁸ the question was raised why no distinction had been made in the Expert Committee's finding on 3-hydroxy-N-phenethylmorphinan between the laevorotatory, dextrorotatory and racemic forms of the drug, since only the laevorotatory form had addiction-producing effect and analgesic properties, whereas the dextrorotatory form might have other therapeutic uses. The representative of WHO explained that the Expert Committee had considered itself to be bound by the notification of the Government of the United States, which had not distinguished between the isomeric forms. Furthermore, research on the addiction-producing characteristics, if any, of the dextrorotatory form of the drug was still continuing in the United States. It was pointed out, in this connexion, that the treaty procedures for placing new drugs under control had been

³⁴ See E/CN.7/306, paras. 48-49; E/CN.7/SR.296 and 326.

³⁵ See E/CN.7/SR.298 and 324.

³⁶ See *World Health Organization: Technical Report Series, No. 102*, para. 5.1.1; see also E/CN.7/313.

³⁷ See E/CN.7/SR.298, 299 and 324.

³⁸ See *World Health Organization: Technical Report Series, No. 102*, para. 5.1.4; see also E/CN.7/313.

³² See *Official Records of the Economic and Social Council, Twentieth Session, Supplement No. 8 (E/2768/Rev.1)*, para. 28 and annex C, para. 3; see also *ibid.*, *Sixteenth Session, Supplement No. 4 (E/2423)*, paras. 199-202.

³³ See E/CN.7/306, paras. 50-51.

developed at a time when the need for a distinction between isomeric forms had not been so keenly felt in this field. It is always open to Governments to propose that a non-addiction-producing form of a drug should be exempted from control, and if sufficient evidence is available in respect of a particular isomer at the time of notification, Governments are at liberty to draw the attention of WHO to this evidence.

76. The Commission noted that the WHO Expert Committee on Drugs Liable to Produce Addiction, when advising the Director-General that the drug 3-hydroxy-N-phenethylmorphinan should be placed under international control, had expressed the opinion that this drug was particularly dangerous, and emphasized the desirability of avoiding its manufacture, import and export, unless it could be shown to have a definite therapeutic advantage. The opinion was expressed, however, that it might be difficult for a Government to determine at what point it could be authoritatively claimed that this drug, or indeed any drug, had no definite therapeutic advantage, especially since there were often differences of opinion among members of the medical profession.

77. It was proposed that the Secretary-General should be requested to bring to the attention of Governments the above-mentioned views of the Expert Committee. It should, however, be made clear that these views do not refer to the drug's manufacture, export and import for research purposes.

78. The Commission, endorsing the views of the Expert Committee, adopted the proposal by 13 votes to none, with 1 abstention.

List of firms authorized to manufacture narcotic drugs ³⁹

79. The Commission's attention was drawn to questions arising in the course of compiling the list of firms authorized to manufacture narcotic drugs in implementation of article 20, paragraph 3, of the 1931 Convention ⁴⁰.

80. Under paragraphs 1 and 2 of this article, Parties to the Convention were under the obligation to furnish information on any new or contemplated manufacture of narcotic drugs as well as on the ceasing of any manufacture, indicating each time the date on which the occurrence had taken place, the drugs involved and the names and addresses of persons or firms concerned. Moreover, it should be specified whether new manufacture was for domestic needs only or also for export.

81. It is on the basis of such information that the list of firms is prepared by the Secretary-General. The Commission expressed regret that the obligations thus imposed on the Parties to the 1931 Convention were not always fully implemented. While it was recognized that the increasing number of narcotic drugs manufactured meant an additional burden on Governments, it was thought that such increase made the availability of information all the more necessary. Attention was drawn in this respect to recommendations issued by the League of Nations Advisory Committee on Traffic in Opium and other

Dangerous Drugs ⁴¹. Under those recommendations, notifications of Governments were to be restricted to factories authorized to manufacture the drugs mentioned in article 1 of the 1931 Convention; in cases where factories in possession of licences of which they made no use, Governments were asked to consider the desirability of cancelling the licence; in order to prevent a firm from engaging in operations more extensive than those it actually carried out, it was requested that the wording of the licence should correspond exactly to the manufacturing or trading transactions in which the firm was in fact engaged; lastly in cases where Governments included laboratories on the list of factories, a clear indication was to be given as to whether or not they were producing for the purpose of trade. Reference was also made to the principle underlying the article, namely the number of factories manufacturing narcotics should be kept as low and as limited as possible.

82. The Commission was of the opinion that the treaty requirements were reasonable and necessary. Some representatives considered that the aim should be to keep the number of factories as low as possible; others thought that the views of the manufacturing countries should be secured on this point.

83. In connexion with the question of the number of firms licensed to manufacture drugs, particular reference was made to two cases ⁴²; in one case it was noted that five firms were licensed to manufacture drugs in one relatively small country, and in the other case, that a firm whose activities had been suspended for two years had been authorized to resume operations. Some representatives also expressed the view that the best method of effective control of drug manufacture was through the establishment of a monopoly, or a near monopoly, which could be achieved either through direct government control or by permitting only a few private firms to manufacture narcotic drugs. In the latter case, a Government might introduce price or other appropriate controls to counteract any danger of high prices due to a commercial monopoly. However, the view was expressed that a matter of this kind was rather one for the Government concerned to consider and to find a solution for, having regard to its treaty obligations.

84. The Commission decided (a) that Governments should be requested to comply with the provisions of article 20 of the 1931 Convention in respect of changes in the manufacture of drugs; and (b) that the records of the discussions should be brought to the attention of the Governments particularly concerned ⁴³.

List of drugs under international control ⁴⁴

85. At the 297th and 324th meetings, it was recalled that the preliminary list of basic narcotic drugs coming under the international treaties (E/CN.7/247 and Corr.1), which had been prepared pursuant to Council resolution 49 (IV) had been revised in accordance with instructions

⁴¹ League of Nations document C.253.M.125.1935.XI, pp. 12-13.

⁴² See E/CN.7/SR.304, 313, 314, 317, 318 and 329.

⁴³ See E/CN.7/SR.296, 297, 304, 313, 314, 317, 318, 326 and 329.

⁴⁴ See E/CN.7/306, paras. 63 and 64.

³⁹ See E/NF.1955/1; E/CN.7/306, para. 62.

⁴⁰ See E/CN.7/SR.296, 297 and 326.

of the Commission at its eighth session. The draft of the revised list had been examined by the WHO Expert Committee on Drugs Liable to Produce Addiction at its sixth session⁴⁵, which had suggested the desirability of having the list reviewed by a small group of experts, so as to permit early publication, and of reviewing the list periodically, so as to provide for new drugs.

86. The Commission was informed that five experts had already been invited by WHO to participate in the review, and that all had accepted.

Bulletin on Narcotics

87. The Commission expressed its satisfaction at the continuing high quality and usefulness of the *Bulletin on Narcotics* and the particular contributions received from Canada, France, India and the United States of America.

Report of the Permanent Central Opium Board and Estimated World Requirements of Narcotic Drugs: Statement of the Drug Supervisory Body⁴⁶

88. Sir Harry Greenfield, President of the Permanent Central Opium Board, introduced the *Report to the Economic and Social Council on the Work of the Board in 1955*⁴⁷ and the *Estimated World Requirements of Narcotic Drugs in 1956*⁴⁸. Speaking on behalf of the Drug Supervisory Body, as well as for the Board, he expressed their pleasure at welcoming the Commission to Geneva and pointed out the advantages to be gained by

⁴⁵ See *World Health Organization: Technical Report Series, No. 102*, section 6.

⁴⁶ See E/CN.7/SR.324 and 329.

⁴⁷ E/OB/11 and Addendum. United Nations publication, Sales No.: 1955.XI.4.

⁴⁸ E/DSB/13. United Nations publication, Sales No.: 1955.XI.3.

all of the organs of the United Nations engaged in the international control of narcotic drugs in now having their headquarters at the European Office of the United Nations.

89. The Board, the Supervisory Body and the Commission enjoyed the most cordial, close and harmonious contacts, and their mutual understanding and co-operation would undoubtedly develop even more favourably in the future. He paid a special tribute to Mr. Herbert May, who had contributed so much in that respect. In particular he mentioned that, under articles 24 and 26 of the 1925 Convention, the Board had certain specific responsibilities in the event that excessive quantities of drugs accumulated in a country or that country became a centre of the illicit traffic; and the Commission's co-operation in providing the Board with up-to-date information in that connexion was greatly appreciated.

90. The Chairman of the Commission, in thanking the President of the Board for his warm wishes, expressed the Commission's hope for continued close collaboration in their work. Under the provisions of the Conventions, the fields of responsibility and the functions of the various organs apparently overlapped, and juridical difficulties would seem difficult to avoid. In operation, however, such difficulties had hardly ever arisen, and there was excellent liaison between the organs and between their respective secretariats. The Commission expressed its appreciation of the great contribution made by the Board and the Supervisory Body in the control of narcotic drugs.

91. Technical matters contained in the two reports under consideration had been discussed, as appropriate, during the consideration of items previously discussed by the Commission and are included in other sections of the present report⁴⁹.

⁴⁹ See paras. 166, 188-190, 214-243, 246-247, 322.

CHAPTER III

ILLICIT TRAFFIC

Introduction

92. In accordance with the Commission's decision at its tenth session, the Committee on Illicit Traffic (Canada, Egypt, Greece, India, Mexico, Turkey, the United Kingdom and the United States) began its meetings at the Palais des Nations, Geneva, three working days before the opening of the Commission's eleventh session. Representatives of two other members of the Commission — Poland and the Soviet Union — took part in the Committee's work, and the representatives of China and Iran also attended some meetings of the Committee. Observers for Israel, Japan, Lebanon, Portugal, and Thailand attended some or all of the Committee's meetings. Observers for the International Criminal Police Commission (ICPC) and the Permanent Anti-Narcotics Bureau of the League of Arab States were present.

93. The Committee elected Mr. J. H. Walker (United Kingdom) Chairman and Mr. Rosenzweig Diaz (Mexico) Vice-Chairman. The Committee continued to meet after the opening of the Commission and held in all eleven meetings, on 18, 19, 20, 23, 25 and 26 April 1956.

94. The Committee favoured continuing the practice of meeting three working days in advance of the Commission, and this recommendation was approved by the Commission, which nominated the following countries to be represented on the Committee in 1957: Canada, Egypt, India, Iran, Mexico, Turkey, the United Kingdom of Great Britain and Northern Ireland and the United States of America.

95. The Committee recorded its appreciation, fully shared by the Commission, of the assistance afforded by the ICPC both by the furnishing of a report on the illicit traffic (E/CN.7/310) and by permitting the attendance

at the proceedings of both the Committee and the Commission of Mr. J. Nepote, who freely assisted both bodies with advice and information. The Commission hoped that this co-operation with the ICPC, which has grown closer and more fruitful year by year, would continue at future sessions.

96. Major-General Safwat, Director of the Permanent Anti-Narcotics Bureau of the League of Arab States, attended the proceedings of the Committee and the Commission and placed his great experience at the disposal of both bodies. It was the Commission's sincere hope that a representative of that Bureau would be able to attend regularly in future, as well as a representative of the ICPC.

Review of the illicit traffic ⁵⁰

97. The Commission, following the same system of working as at earlier sessions, considered all the available information on the illicit traffic under the following headings; the situation as regards individual drugs, the situation in certain countries, general problems of the illicit traffic, and additional questions.

98. The Commission noted that opium and its derivatives, in particular morphine and diacetylmorphine, continued to be by far the most important drugs seized in the internal and international illicit traffic. As regards the international traffic, the tendency to extract morphine from opium in order to manufacture diacetylmorphine nearer the source of cultivation of the opium poppy, which the Commission had commented upon at its previous session, appeared to be increasing. This was clearly illustrated by seizures of morphine and diacetylmorphine in Hong Kong, Lebanon, Thailand, and Turkey; and there were also indications that the same process was taking place in other countries.

99. There is illicit traffic in cannabis in most parts of the world. However, the areas where there is a serious cannabis problem are comparatively few, and the traffic in a great many cases is of a domestic rather than an international character.

100. The heaviest traffic as in previous years centred in the Far East; there is an almost equally serious problem in the Middle East. The Commission was informed by the representative of the United Kingdom that, owing to the geographical position of the territory, there was a heavy traffic, particularly in opium and opiates, flowing through Hong Kong. The annual reports of Hong Kong for 1955 and earlier years, and the seizure reports made by the territory, indicated both the extent of the traffic and the great efforts made by the authorities concerned to intercept this traffic. The statements made in the annual report of China for 1954 that the control of narcotics in Hong Kong was "somewhat lax" and that "no effective measures are taken to prevent the export of narcotics from Hong Kong" (E/NR.1954/Summary, para. 146) bore no relation to the known facts, and were utterly irreconcilable with the Commission's recognition in previous years of the tremendous efforts of the Hong Kong preventive services. Moreover, the authorities in Taiwan had never furnished

to the Hong Kong authorities any information which might have assisted the preventive authorities of the territory. Nor could the United Kingdom representative agree that the opium and opiates illicitly reaching Hong Kong all emanated from the People's Republic of China; it was possible that some came from that source, but the Hong Kong authorities had no evidence that this was so.

101. The representative of China, in referring to comments made by the representative of the United Kingdom regarding Hong Kong, said that the report of his Government for 1954 was a factual statement, although it was possible that, owing to translation difficulties, some passages in the English text had acquired a tinge which had not been intended. In 1954, there had been fifty-one seizures in Taiwan; investigations in connexion with those seizures had revealed that there were thirty-eight persons engaged in smuggling narcotics from Hong Kong into Taiwan. It was obvious that there was insufficient international co-operation regarding the illicit traffic. It had been his Government's desire to emphasize the need for such co-operation that had led it to make the statements in its report for 1954 to which the representative of the United Kingdom had taken exception. He stressed that the illicit traffic in narcotic drugs stemming from the mainland of China presented such grave dangers that the Commission should pay greater attention to it and, in this connexion, he gave details of certain cases of illicit traffic in which opium had passed through both Macao and Hong Kong.

102. The representatives of India, Poland, the Soviet Union and Yugoslavia believed that the accusations against the Government of the People's Republic of China made in the *Summary of Annual Reports of Governments for 1954* were completely without foundation. In their opinion, the procedure of dealing with this issue in the absence of a representative of the Government of the People's Republic of China was illegal.

103. In connexion with the report of the Republic of China, the representative of the United States pointed out that the United States representative at previous sessions had called the attention of the Commission to certain evidence that opium was finding its way from the mainland of China into the illicit traffic of other nations.

104. The observer for Portugal informed the Commission that Macao was a port for coastwise shipping rather than a large port of call; it was, therefore, less subject to illicit traffic operations than a port of export would be. Moreover, as might be seen from the information already given (E/CN.7/306, para. 67), there was every reason to believe that the authorities in Macao had the situation well under control.

105. The observer for Israel drew attention to the references to his country in the Note received from the Permanent Anti-Narcotics Bureau of the League of Arab States. He contested the accuracy of those statements and regretted that such a statement should have been made available to the Commission. His country found itself in a difficult position in respect of the suppression of illicit traffic in narcotics because of its situation at the very centre of the Middle East area, and because it had to guard no less than 951 kilometres of land frontier and 254 kilometres of sea frontier. The reports submitted by

⁵⁰ See E/CN.7/SR.312-314, 315 and Add. 1, E/CN.7/SR.316-318, 326, 331.

his Government showed that the Israel authorities were constantly engaged in vigorous and reasonably effective preventive action against the illicit traffic. The efforts of the Israel authorities would be much more effective if the competent authorities in the neighbouring countries would co-operate with the Israel authorities by the exchange of information relating to the illicit traffic. Unfortunately, such co-operation was entirely lacking.

THE SITUATION AS REGARDS INDIVIDUAL DRUGS

A. *Raw opium*

106. The Commission observed from the figures on seizures that there had been no apparent decline in the traffic in raw opium. During the past five years, raw opium seizures had averaged approximately 48,000 kg. per year; the 1955 figure, 49,100 kg., though incomplete, had already exceeded this average and could be expected to be still higher.

107. As in the past, the traffic seemed to be concentrated in the Far East and in the Near and Middle East. The Commission viewed with concern the very heavy traffic in the Far East and particularly noted that a quantity of 35,524 kg. of raw opium had been seized in Thailand. The observer for Thailand made a statement on the situation in that country (paras. 154-157).

108. The representative of the United Kingdom drew the Commission's attention to the very difficult problems of control facing the Federation of Malaya, Hong Kong and Singapore. There was an appalling illicit traffic situation in those territories, and their resources were being strained to the utmost in trying to deal with the problem. The regular flow of opium and other drugs by land, sea and air towards and through the territories, and the significant quantities in individual seizures, would seem to indicate the existence of a well-organized traffic. In Malaya, a young country nearing independence, the Government had to deal with many problems resulting, not merely from the country's new status, but also from the aftermath of war, occupation and rebellion. The seriousness of the drug problem in Malaya might be judged from the fact that, despite the gravity of his other preoccupations, the Chief Minister of the Federation, on a recent visit to the United Kingdom, had thought it necessary to emphasize the extent of the illicit traffic in narcotic drugs. There were thought to be about 40,000 opium addicts in the Federation. In respect of Hong Kong, the growing use of commercial aircraft by traffickers was noticeable and, apart from the opium that passed through the colony for consumption as such, it was suspected that much of it was earmarked for transformation into crude morphine or diacetylmorphine. Seizures reported from Singapore were very heavy in 1955, and the use of merchant ships was a marked feature of this traffic. The direct and prompt exchange of information between the authorities in Singapore and those in certain neighbouring countries had led to a number of seizures. The Government of India had been particularly helpful in this respect.

109. The Government of the United Kingdom was gravely disturbed at the movement of opium from the interior of Asia through Thailand which had greatly

aggravated the illicit traffic in those territories, and it was therefore very glad to note the assurance given by the Government of Thailand that every effort would be made to curb the traffic. There could be no doubt that a prolonged and concentrated effort to curb such traffic would have to be made by the Government of Thailand in the face of great difficulties. The Governments of the United Kingdom and the territories concerned would watch progress with a keen and sympathetic interest and would gladly afford the fullest co-operation.

110. The representative of India outlined the rigorous measures adopted in his country for the control of the licit trade in opium at all stages and drew particular attention to the system of licensing and supervision exercised over cultivators with a view to preventing diversion into illicit channels at the source of production. Drastic curtailment of the acreage under poppy cultivation, and consequently of the production of opium, had been undertaken. In this connexion he mentioned a judgement of the Supreme Court which had upheld the right of the Government of India to ban the cultivation of opium in areas considered unsuitable for such cultivation. The central narcotics organization of the Government had waged an intensive struggle against the illicit traffic, and the preventive organizations at port and frontier areas had been further strengthened. Although most of the seizures reported by his country were of domestic opium, he indicated that there was a transit traffic, generally in the direction of the Far East. In this connexion, and also in relation to the various references in reports and documents indicating India as the country of origin or suspected origin of seized opium, he drew the attention of the Commission to the resolution adopted at its previous session⁵¹ on the subject of the origin of seized drugs. He informed the Commission that, whereas his Government had fully implemented that resolution, it had not received any communications or co-operation from most of the other Governments which had referred to India in their reports as the country of origin or suspected origin of seized opium.

111. As regards the traffic in the Near and Middle East, the Commission observed that there seemed to have been few important changes. The representative of Egypt drew attention to the fact that the quantity of opium seized on entry into the country was far greater than that seized in the interior, and that the traffic was at least as heavy as before.

112. The observer for Lebanon made a statement on the situation in his country, details of which will be found in paragraphs 145 to 149. The representative of the United States said that his Government appreciated the opportunity of assisting the Lebanese authorities in their investigations and, in congratulating Lebanon for the many important seizures in the last year, hoped that narcotic enforcement in Lebanon would continue to be equally vigorous in the future.

113. The representative of Turkey drew the Commission's attention to the severe penalties for narcotic offences provided by the laws of his country, and to the severe sentences inflicted, namely, terms of imprisonment

⁵¹ See *Official Records of the Economic and Social Council, Twentieth Session, Supplement No. 8 (E/2768/Rev.1)*, annex B, resolution VI.

averaging more than two years each and totalling about 819 years, sentences of local banishment totalling 141 years and fines totalling more than £T 550,000. He outlined the system of cultivation, supervision and control regarding raw opium and informed the Commission that his Government had taken all possible steps to prevent the leakage of opium into the illicit traffic. He considered that the references in various reports and documents indicating Turkey as the country of origin or suspected origin of the seized opium were mere allegations without any supporting evidence. In that connexion, he informed the Commission that his Government had not been consulted by the Governments which had mentioned his country as the country of origin of the seized opium and that it had received no communication whatsoever from them. The information which had been given on this subject was simply founded on statements of smugglers and on the fact that the cultivation of the opium poppy was forbidden in the countries in question. It seemed to him that it was difficult to state categorically that this was the case, especially since the report of the Permanent Central Opium Board stated: "There are indications, moreover, that opium is in fact produced in countries which do not authorize its production" (E/OB/11, p. 7). Also, in so far as cannabis was concerned, the observer for Lebanon had stated that an area of more than 6 million square metres of cannabis cultivation had been destroyed, whereas the report of the Permanent Anti-Narcotics Bureau of the League of Arab States mentioned that more than 20 million square metres were under cultivation. The representative of Turkey concluded that such contradictions made it impossible for the observer for Lebanon to make the definitive statement that opium was not produced in his country but had come from Turkey.

114. The representative of Turkey then stated that the best method for combating illicit traffic and for determining the exact origin of seized opium was to implement resolution VI, adopted by the Commission at its tenth session, according to which a Government mentioned as the country of origin should be consulted before being named. He reiterated his conviction that results could be obtained only by international co-operation and collaboration, that groundless information was inadmissible and that his Government remained ready to co-operate with all other Governments in order to combat the illicit traffic effectively.

115. The Commission observed that the opium traffic in Africa and Europe was not a serious problem. Generally, the seizures reported indicated a transit traffic, and it was pointed out that in this traffic individuals of particular national or racial groups were mainly involved. One or two attempts had been made to circumvent the close supervision of ships following direct routes by using ships on roundabout routes with transshipment at an intermediate port. This practice did not seem to have developed, but the authorities concerned should be watchful. The Commission also thought that, while the consumption of opium as such in these regions might present no serious problem, there was always the possibility of its use as raw material for the clandestine manufacture of morphine and diacetylmorphine.

116. In so far as the clandestine cultivation of the

opium poppy in Mexico was concerned, the Commission noted with approval that the Mexican authorities were continuing their strenuous efforts, begun in 1947, to eradicate it. The representative of Mexico gave details of the campaign carried out by both civil and military authorities in the northwestern regions of the country. He informed the Commission of the close co-operation that existed between his Government and the Government of the United States in their common struggle against the illicit traffic, and wished to emphasize that, as far as opiates were concerned, his country was not a source of illicit manufactured drugs but was merely being used in transit.

B. Prepared opium

117. The Commission observed that seizures of prepared opium were significant mainly in the Far East and in the Near and Middle East. Besides being a natural sequel to the traffic in raw opium in these regions, it indicated the existence of a deep-rooted habit despite the legal prohibition of opium smoking in almost all of the countries or territories within these regions.

118. The Commission was anxious to know what steps the Government of Thailand was taking towards the complete abolition of opium smoking and noted the statement of the observer for Thailand that his Government fully intended to prohibit opium smoking with effect from 1 January 1957. He informed the Commission that, in the campaign against opium smoking, Thailand had been obliged to proceed by stages because of the many and varied difficulties in the way. One of the main difficulties lay in the fact that almost all addicts were recruited among the Chinese residing in Thailand. Until 1948 there had been no restriction on immigration; but since that year a quota system had made it possible to prevent Chinese drug addicts from settling in Thailand and to check the evil in so far as it came from outside. As to the drug addiction that had taken root in the country, the authorities had tackled it by legal and administrative means, as well as by a campaign of moral persuasion. Thailand had made a considerable sacrifice in this regard, the proportion of revenue derived from opium having fallen from 14 to 2 per cent.

119. The Commission noted with interest that as of 1 January 1955 Cambodia had prohibited all opium smoking and that no smokers' cards have been renewed or delivered. This prohibition of opium smoking had been further reinforced by the application of law No. 10/NS of 30 May 1955 (E/NL.1956/48). The Commission noted with satisfaction the statement of the representative of the ICPC that Cambodia had now become a member of that organization.

C. Morphine base and crude morphine

120. The Commission felt grave concern at the striking increase in seizures of morphine base and crude morphine hydrochloride as compared with 1954. The most significant feature of the traffic was the existence of clandestine manufacture both in the Far East and in the Near and Middle East. In this connexion, the Commission recalled

that at its tenth session it had commented upon the developing tendency of traffickers to convert the opium into morphine base at an earlier stage in its movement from the poppy field than previously, and stressed that this tendency appeared to be increasing.

121. The Commission noted that the Government of Thailand had reported seizures of 81 kg. 888 g. of crude morphine hydrochloride. The observer for Thailand emphasized that there was no clandestine manufacture of crude morphine in Thailand itself. However, there was a considerable traffic in the drug originating in the forests beyond the frontier in the northernmost part of the country. Crude morphine was being smuggled from Chiengrai to Bangkok by highway and railroad. A small part of the contraband was for illicit domestic consumption, but most of it was destined for illicit export to Singapore and Hong Kong.

122. The representative of the United Kingdom confirmed the flow towards Hong Kong of crude morphine from Thailand by sea and air; he stressed that the use of aircraft was beginning to play a significant role in this smuggling. In addition, he informed the Commission of an extensive clandestine manufacture of crude morphine and diacetylmorphine in Hong Kong itself.

123. The Commission observed that quantities of crude morphine or morphine base had been seized in Lebanon, Syria and Turkey. The observer for Lebanon informed the Commission that no clandestine manufacture had been discovered in his country and that the seizures had been in relation to a transit traffic. The representative of Turkey mentioned the discovery of a clandestine factory for the manufacture of morphine base and diacetylmorphine, when about 73 kg. of morphine base had been seized.

124. The Commission also noted the information relating to the existence of a traffic in crude morphine from Mexico towards the United States. The representative of Mexico informed the Commission that there was no reason to believe that narcotics extracted from opium or coca leaves have been manufactured on Mexican territory; possibly his country was being used for the transit of narcotics coming from abroad, and he mentioned a number of cases of deportation during the year under review.

D. *Diacetylmorphine*

125. The Commission observed with serious misgiving that the seizures of diacetylmorphine, 143 kg. 486 g., though still incomplete, had already increased by about one third in comparison with 1954. On the basis of seizures reported from all the main regions of the world, diacetylmorphine continued to be undoubtedly the most widely used "white" drug of addiction. It was noted that clandestine manufacturing activities had been reported from Hong Kong and Turkey, and that preparations for illicit manufacture had been discovered in France in time to prevent its commencement.

126. The Commission was disturbed at the information relating to the clandestine manufacturing activities in Hong Kong. It noted with approval the great efforts made by the authorities in that colony to curb the traffic, as

evidenced by the heavy seizures of diacetylmorphine pills, pill mixture and manufacturing equipment.

127. In the view of some countries there was traffic in the drug from the mainland of China through Hong Kong and Macao to China (Taiwan) and Japan. The mainland of China was also reported as one of the main sources of diacetylmorphine for the United States. In Japan, a significant feature of the traffic was the large number of individual seizures involving very small quantities.

128. The observer for Lebanon informed the Commission that the illicit traffic in his country was a transit traffic, being routed towards Europe by air or sea and that the major part of this traffic had been intercepted by the Lebanese authorities. The Commission took note with approval of the vigorous action in curbing the activities of traffickers taken by the Government of Turkey, and of a statement by the representative of the United States that his Government appreciated the opportunity afforded by Turkish authorities to assist it in several successful investigations conducted in Turkey. The representative of Iran informed the Commission of the discovery in Tehran during March 1956 of a clandestine laboratory equipped with the most modern apparatus and able to produce morphine and diacetylmorphine of extremely high quality, and of the arrest of a notorious trafficker with a criminal record extending over thirty years.

129. North America continued to be the destination of much of the more highly organized traffic in this drug. The quantity seized for 1955, 85 kg. 151 g., was higher than in the five previous years. The traditional routes through the Mediterranean, and east and west by sea from the Far East, were used, though there was some evidence that some Mediterranean traffic had been diverted overland through Europe. The Commission viewed with approval the high penalties imposed in Canada upon traffickers.

E. *Cocaine*

130. The Commission noted that the long-term decline in the quantities of cocaine seized throughout the world continued. However, it was observed that there was a persistent, though small, traffic in this drug in the Far East, Near and Middle East, Europe and North America.

131. The representative of India informed the Commission that there was hardly any demand for this drug in his country, but the details of the two seizures reported showed that the drug was being smuggled in from Pakistan for the use of persons visiting India from there or of persons in the border districts. He emphasized the speed with which the offenders had been brought to trial and convicted in both cases.

132. The Commission was informed by the representative of the United States that vigorous action had been taken against the smuggling of cocaine from Bolivia, which had led to the break-up of one of the principal gangs.

F. *Cannabis*

133. The Commission observed that increased attention to cannabis addiction and fuller reporting by Governments

were enabling a more accurate picture of the problem to be obtained. It was now clear that consumers of cannabis, as of opium, numbered millions in the world, and geographically it was the most widespread drug of addiction. A large proportion, however, consisted of indigenous production and consumption, largely of the less concentrated forms (leaves, dried flowering tops, etc.). This was typically the case in much of Asia, Africa, and Central and South America. International illicit traffic was likewise to a large extent between countries with common frontiers, and was generally not very highly organized. There was also a widespread, though small-scale, traffic carried on largely by merchant seamen. While there were an increased number of references to Europe in reports, those references mostly concerned immigrant and transient populations, and the problem was relatively small.

134. The Commission noted that there were some important exceptions to this general pattern. The most serious international problem was the traffic in hashish, a concentrated form of the drug, in the Near and Middle East. This traffic was traditionally an overland one, Lebanon and Syria being indicated as countries of origin, the Hashemite Kingdom of Jordan and Israel as transit countries, and Egypt as the principal market.

135. The representative of Egypt drew the attention of the Commission to the large seizures of hashish made upon their entry into his country and indicated that there seemed to be no abatement in this traffic.

136. The observer for Lebanon informed the Commission that the cultivation of the cannabis plant was legally prohibited in his country; however, clandestine cultivation was being carried out in certain mountainous regions, generally inaccessible ones. He made a statement⁵² regarding the steps taken by his Government for the systematic destruction of the plantations and the suppression of the traffic in cannabis.

137. The Commission observed that the traffic in charas, another concentrated form of cannabis, in the Indo-Pakistan sub-continent appeared to be declining. The representative of India pointed out that the states in India were trying to reduce cultivation of cannabis and that both the area and production were being diminished. The Government of India was also contemplating measures to control, if possible, the wild growth of cannabis in the hilly regions of the country. The representative of India emphasized that the cannabis problem in India was internal and, as could be seen from tables B and C of chapter XI of document E/CN.7/R.5/Add.30, there had been no case of detection of illegal exports of cannabis from India. Efforts to suppress the internal illicit traffic were unceasing, as could be seen from the high number of prosecutions, the convictions obtained and the nature of the sentences imposed.

138. The Commission also observed that a traffic to the United States by overland and sea routes continued. This traffic had additional significance in that it might be associated with traffic in other drugs, marihuana sometimes serving as an introduction to diacetylmorphine. The representative of the United States informed the Commission that there seemed to be no major changes in

the marihuana traffic in the United States, which almost entirely originated from abroad, particularly Mexico.

139. The Commission took note of the active measures pursued by the Government of Mexico in suppressing the traffic in cannabis, particularly in preventing the illicit cultivation, production and export of this drug over its northern borders.

140. The Commission noted that huge seizures were again reported by the Union of South Africa, 1,251,000 kg., and it was thought that this figure probably included uprooted whole plants. The Commission heard a report from the representative of the United States that five enforcement officers had recently been killed in their endeavours to suppress the growth of cannabis. The Commission requested that its sympathy should be conveyed to the Government of the Union of South Africa and to the families of the deceased officers.

G. Synthetic drugs

141. The Commission observed that appreciable seizures of synthetic drugs were reported from Japan, and in particular that 710 g. of dimethylthiambutene, which included 54,427 ampoules⁵³ containing 468 g., were seized. The Commission recalled that at its last session this subject had been of particular interest to it. The observer for Japan informed the Commission that intensive inquiries indicated that these seizures, which had occurred particularly in the western areas of Japan, had their origin in illicit stocks concealed before the promulgation in March 1954 of the Government Ordinance relating to control of this drug, i.e., that they were the aftermath of the situation discussed at the tenth session of the Commission. There had been no evidence of illicit manufacture since control was imposed, nor was there any evidence of illicit imports.

142. In the rest of the world, and in particular in Europe, some seizures of very small quantities of other synthetic drugs, namely pethidine, levorphan, ketobemidone and methadone, were noted. The representative of Turkey and other representatives stated that these seizures were very significant in view of the fact that synthetic drugs had been placed under national and international control for only a few years. They urged the Commission and national authorities to keep a careful watch on the situation. On the other hand, the representatives of Canada and the United States and other representatives thought that the paucity of the amounts seized strongly suggested the absence of any organized illicit traffic in synthetic drugs and that it was essential to maintain strict control of any addiction-producing drugs of whatever origin. The Commission further noted that there had occurred, to the detriment of the medical and para-medical professions, diversions of small quantities of synthetic drugs from licit sources of the same kind as have long been known to exist in respect of drugs of natural origin.

THE SITUATION IN CERTAIN COUNTRIES

143. The Commission has often found it convenient to deal with the situation in a country or territory as a whole.

⁵² For further information, see paras. 146 and 147.

⁵³ An ampoule usually contains 1/4 to 1/2 grain of narcotic.

It recalled that during its tenth session it had so considered the illicit traffic question in a number of countries and had in particular decided that the situation in Lebanon and Thailand should be the subject of a special review at its eleventh session. It noted with appreciation that the invitations issued by it (E/2768/Rev.1, paras. 287 and 289) had met with good response from the Governments of these two countries and felt that the information supplied by the observers for Lebanon and Thailand at its current session had considerably aided it in its deliberations. The Commission also thought that information available regarding the opium situation in Iran merited special consideration.

A. Lebanon

144. The Commission observed that, as in recent years, information continued to indicate Lebanon as a centre of illicit activity involving opium and opiates and cannabis, and it was anxious to know what steps had been taken by the Government of Lebanon to suppress this traffic.

145. The observer for Lebanon stated, with reference to opium and opiates, that there was no cultivation of the opium poppy or manufacture of opiates in his country. The illicit traffic in those substances was a transit traffic coming from outside and generally routed towards Europe and Egypt by air or by sea. It was possible that that part of the raw opium imported illicitly was transformed into prepared opium or diacetylmorphine in clandestine laboratories to facilitate export. However, the Lebanese authorities had not been able to establish the existence of such laboratories. That this was a transit traffic might be seen from the numerous seizures, involving motor cars, which had been made at the border. The ICPC had been informed of these seizures.

146. Cannabis was being cultivated clandestinely in Lebanon in certain, generally inaccessible, mountainous regions. It was intended for export, primarily to Egypt. The preparation of hashish was carried out locally in clandestine presses. Every year the Government undertook a campaign of systematic destruction of the plantations and tried to discourage this cultivation by every means. At the beginning of 1955, the Government published a *communiqué* reminding the interested parties that cultivation of the cannabis plant had been formally prohibited. The destruction of cannabis plants had been carried out on a wide scale in June 1955 and had continued until September. The plantations destroyed covered an area of 6,547,541 square metres. The Government had also undertaken a long-range programme with a view to eliminating entirely the cultivation of cannabis. These measures had given a positive result, since the chieftains of the clans known to be engaged in cannabis cultivation had given a written undertaking to discontinue such cultivation. Much of the cannabis escaping detection while under cultivation was subsequently seized in transit.

147. The observer for Lebanon referred to the cases which had been made, not only against the persons in whose possession narcotic drugs had been seized, but also against persons whose collaboration in contraband transactions had been established by seizures made in other countries. The traffickers were first liable to a customs

fine, the maximum of which was six times the value of the merchandise. Offenders were also systematically prosecuted under the penal code, which provides penal sanctions for narcotic offences. In this connexion the observer for Lebanon gave details of several convictions in respect of cases of trafficking which showed that the usual penalty was imprisonment for a period varying from one to three years. The prison sentences were generally accompanied by heavy fines, and when the offender was unable to pay, a further term of imprisonment consecutive to the original sentence had to be served. He stated that the following quantities of drugs had been seized during the year: hashish, 1,227 kg. 261 g.; raw opium, 504 kg.; prepared opium, 10 kg. 631 g.; diacetylmorphine, 3 kg. 498 g.; cocaine, 35 g.

148. The observer for Lebanon asked the Commission to bear in mind the difficulties of control in view of the fact that more than 700,000 travellers crossed Lebanese frontiers during 1955, either in transit or as tourists, and also that the Lebanese frontiers extend over more than 600 kilometres, of which 220 are on the sea. He mentioned that most of the important actions concerning the illicit traffic with international ramifications had been carried out jointly with the Federal Narcotics Bureau of the United States Government. He wished to assure the Commission that his Government was willing to co-operate wholeheartedly in the direct exchange of information with other national authorities concerned with the struggle against the illicit traffic, particularly the authorities in Turkey. Furthermore, his Government would fully implement the obligations arising out of the international treaties on narcotic drugs and the recommendations of the Commission and the Council in this field, e.g., the communication of reports, the submission of samples of seized opium to the United Nations Narcotics Laboratory, etc.

149. In conclusion, the observer for Lebanon indicated that the illicit traffic was a regional problem involving other countries as well as Lebanon and that the problem should be considered in relation to the entire region. In his view, regional measures were the only effective method of suppressing the traffic.

150. The Commission expressed its sympathy with the difficult problems of control facing Lebanon and noted with appreciation the vigorous action taken by the Lebanese preventive authorities. It noted information furnished by the observer for Lebanon about criminal, as distinct from fiscal, proceedings in respect of illicit trafficking, and in particular that a number of traffickers had been imprisoned for periods ranging, in serious cases, from one to three years.

151. The Commission thought that, notwithstanding the vigilance and persistent efforts of certain countries to suppress the illicit traffic, the illicit traffic situation in the Middle East was to a large extent a regional problem, and that other countries besides Lebanon were involved.

152. The Commission decided: (a) to express its appreciation of the vigorous action taken by the Lebanese preventive authorities against the illicit traffic; (b) in order to assist the discussions on illicit traffic, to request the Secretary-General to send invitations to the Governments of the Hashemite Kingdom of Jordan, Israel, Lebanon and Syria in order that in 1957 observers

acquainted with, and having direct knowledge of the illicit traffic in their respective countries should attend the meetings of the Committee on Illicit Traffic and the appropriate meetings of the Commission itself.

B. *Thailand*

153. The Commission took a grave view of the situation in Thailand which, if anything, was more sombre than that reported last year. It noted that the Government of Thailand had reported very heavy seizures of opium and crude morphine. The Commission considered the emergence of a heavy traffic in morphine one of the most sinister developments in recent years.

154. The observer for Thailand stated that the production of opium had been prohibited in his country since 1949. Nevertheless, some opium was being clandestinely cultivated by tribesmen in the wild mountainous regions of north and northeastern Thailand for their own consumption. Periodic raids were being undertaken by the administrative authorities to destroy poppy crops, but effective suppression was not possible on account of the inaccessibility and succedness of the mountains and forest regions.

155. However, the area of land under such cultivation was probably very small, and he mentioned that in 1948, when there was an official control over those areas, there were about 200 hectares of land licensed for cultivation which produced only 800 kg. of opium. The bulk of the opium seized came from beyond the northern land frontiers of Thailand, which extend for about 2,000 kilometres through forest and mountainous country; the presence of armed bands in that region which used opium to defray their expenses had further complicated the situation. This traffic found a market, to some extent, within Thailand itself, but much of it was also destined for export to places such as Hong Kong, the Federation of Malaya and Singapore.

156. The observer for Thailand categorically denied that there was any manufacture of morphine in his country, and no clandestine manufacture had been discovered. However, there was a considerable traffic in crude morphine hydrochloride originating in the forests beyond the frontier in the northernmost part of the country. The drug was being smuggled through Chiengrai to Bangkok by highway and railroad. A small part of it was for illicit domestic consumption, but most of it was destined for illicit export to Hong Kong and Singapore.

157. Thailand had strengthened its enforcement machinery from both the administrative and legal points of view. Control posts had been set up at intervals along the routes used by traffickers and leakages at ports and on vessels had been curbed. The Opium Act B.E.2494 (1951) (E/NL.1956/41) provided for penalties up to twenty years' imprisonment for narcotic offences. During 1955, 1,700 cases had been brought before the courts, and twenty persons had been condemned to deportation. Enforcement often led to substantial battles between traffickers and police; last year thirteen traffickers had been killed in armed encounters with the police, and two of the latter had been seriously wounded. His country had received scant co-operation from the neighbouring coun-

tries in the common struggle against the illicit traffic. Thailand fully intended to suppress opium smoking, and positive steps would be taken by 1 January 1957. However, he felt that international co-operation to curb the flow of narcotic drugs over the northern frontiers of Thailand was urgently needed. Despite this unhappy and desperate situation, he expressed his Government's determination to continue its struggle against the illicit traffic.

158. The representative of the United States stated that his Government was most concerned at the illicit opium problem in Thailand. As an example of the probability that large supplies of opium existed in Thailand, he described in detail a particular incident that had come to the knowledge of his Government relating to the offer for sale of 200 tons of opium by a Thai firm. He also described another incident, relating to a further offer for sale of 200 tons of opium by a Thai firm, in which it appeared that the opium offered would be obtained in part from Government stocks of seized opium and in part from contract production and existing "stocks" in northern Thailand. He mentioned that he had referred to these offers in the Committee on Illicit Traffic but so far no further explanation or information was forthcoming. He was at a complete loss to understand how such large quantities of opium could be seeking an export market without the Government of the country of origin being aware of them. His Government took a serious view of the situation and was anxious to know, in particular, how it was possible for a private firm to have access to such extensive supplies of opium, what was the origin of the opium, and whether the Thai Government's stocks of seized opium were involved.

159. The observer for Thailand stated that he had no information regarding these offers. It was inconceivable that such large stocks of opium should exist in Thailand and be in the hands of a private firm, particularly as opium was a State monopoly in that country. He would get in touch with the competent authorities and ask for explanations, which would be communicated to the Commission when they were received.

160. The Commission expressed its sympathy with the difficult problem facing that country. It wished to stress that the situation there was one of serious danger to the international community, and it requested the Government of Thailand to make the utmost efforts to curb this traffic, particularly in morphine. It thought that unless a policy of total prohibition of non-medical uses of opium was implemented, all efforts at suppression would be largely unavailing. In this connexion the Commission reiterated its view that successful international control of narcotic drugs depended on competent national control.

161. The representative of India wished to know if the Government of Thailand had received any co-operation from the neighbouring countries regarding the illicit traffic situation. The observer for Thailand stated that hitherto there had been no contact with neighbouring countries, but that his Government intended to get in touch with the Government of Burma. The representative of the ICPC mentioned that that organization had received better co-operation than before from the Government of Thailand.

162. The Commission noted in chapter XI (E/CN.7/

R.5/Add.42) of the annual report of Burma for 1955 that there was illicit cultivation of the opium poppy and an illicit traffic in opium which, in the Shan and Kachin states, was aggravated by the diversion of opium permitted for personal consumption. The representative of France drew the Commission's attention to two offers for sale of twenty-one and twenty-five tons of opium respectively made through the Swiss representative of a Hong Kong agency. The opium was in fact said to be, not at Hong Kong, but at Rangoon in the hands of the Burmese Government as a result of seizures.

163. The Commission decided: (a) to note with sympathy the difficult position of the Government of Thailand and to express its appreciation of that Government's determination to combat the illicit traffic; (b) in order to assist the discussions on illicit traffic, to request the Secretary-General to send invitations to the Governments of Burma, Cambodia, Laos and Thailand in order that in 1957 observers acquainted with and having direct knowledge of the illicit traffic in their respective countries should attend the meetings of the Committee on Illicit Traffic and the appropriate meetings of the Commission itself.

C. Iran

164. The Commission observed from the report of the Permanent Central Opium Board for 1955 that the opium situation in Iran was less than satisfactory (E/OB/11, chapter I, para. 8). It learned that, on 4 August 1955, the Minister of Public Health had held a press conference in Tehran during which he had stated, *inter alia*, that the total opium harvest varied between 700 and 1,200 tons annually and that exports during the last ten years had averaged 90 tons annually. (According to statistics hitherto supplied to the Board by the Iranian Government, the annual licit production averaged 140 tons and exports 106 tons during the ten years from 1945 to 1954.) There were 1.5 million opium addicts in Iran; about 2,000 kg. of opium was smoked daily; and every year addiction to this drug caused 5,000 suicides, the premature death of about 100,000 people and the abandonment to destitution of approximately 50,000 children.

165. The Commission wished to express its appreciation of the frankness of these statements acknowledging the seriousness of the situation in Iran in regard to illicit production of opium and opium addiction. The facts disclosed in the statement of the Minister of Public Health confirmed the apprehensions that had long been entertained regarding the enormous quantities of opium available for diversion into the illicit traffic. From that point of view, the Commission was anxious to learn what steps the Government of Iran was planning to take to meet the situation.

166. The representative of Iran, referring to the report of the Permanent Central Opium Board on the work of the Board in 1955, said that, while he had no comment on the statements made therein with respect to the declaration said to have been made by the Iranian Minister of Health in Tehran in August 1955, he had no instructions as to the press conference and had seen

the Board's report⁵⁴ only at the opening of the current session of the Commission. He thought the Commission should concern itself primarily with reports made officially by the Iranian Government. He drew the Commission's attention to the recent law (E/NL.1956/1), which was approved by both Houses of the Iranian Parliament and signed by the Shah and which totally banned the cultivation of the opium poppy and use of opium in Iran. He also informed the Commission that regulations (E/NL.1956/40) had already been enacted, in accordance with article 4 of that law, to implement its provisions and that his Government had embarked upon long-term measures for the replacement of poppy cultivation by other crops. Despite considerable financial sacrifice to itself, his Government was determined to implement the law fully, and in this task he requested the good will and co-operation of all nations.

167. The Commission expressed its deep appreciation of the bold step taken by the Government of Iran and wished it success in its endeavours. It decided that close watch should be kept on developments in that country and that the situation in Iran should be the subject of a special review at the Commission's twelfth session.

GENERAL PROBLEMS

A. Merchant ships, aircraft, automobiles, etc.

168. The Commission observed that the ingenuity of smugglers regarding the concealment of drugs appeared to be limitless, and it expressed its sympathy with the extremely difficult task of national preventive services.

169. It noted that merchant ships continued to be the principal carriers of illicit drugs. Its attention was drawn to the laborious task involved in rummaging a modern merchant ship of which there had been a particularly striking example in Canada, and it observed instances of repeated rummaging without full assurance that the concealed stocks were exhausted. The representative of the United Kingdom informed the Commission that special security measures taken by one shipping line had had salutary effects.

170. The Commission thought that the data regarding merchant ships and crew members involved in the illicit traffic did not fully reflect the extent to which the ships of the various merchant marines were involved and also noted that reports of seizures involving crews of merchant ships were not always supplied in the required form.

171. The use of aircraft by traffickers appeared to be increasing, particularly in the Far East. The Commission noted that, in general, passengers or ground crews were involved. It was informed by the representative of the ICPC that because of the conditions of employment and the high standards required by the principal air lines few air crews participated in the illicit traffic. But there were smaller companies of which the same could not always be said. The Commission heard with interest of newspaper reports of a clandestine airfield in the forests on the frontier between Laos and Cambodia.

⁵⁴ The Secretary of the Board informed the Commission that the report in question had been sent to Governments by air on 15 December 1955. The Board had verified the statements before authorizing publication.

172. It heard with interest of ingenious methods of concealment in automobiles, particularly the autogenous solder of secret compartments.

B. *Smuggling by mails*

173. The Commission noted that smuggling of drugs by mails was reported during 1955 though the seizures were small. The representative of Canada drew the attention of the Commission to the need for the exchange of information between the authorities concerned as the most effective way to detect this traffic.

ADDITIONAL QUESTIONS

174. During the Commission's review of the illicit traffic, certain additional questions were brought to its attention by several members, and these are dealt with in the following paragraphs.

A. *Penalties*

175. The Commission observed that information in the reports of several countries regarding penalties imposed did not give a sufficiently clear picture to enable it to judge the type of legal action being taken against illicit traffickers. At its tenth session, it had taken particular note of the severe penalties imposed by certain countries, and it had drawn the attention of Governments to the importance of providing for adequate penalties for narcotic offences (E/2768/Rev.1, para. 298). It was informed by the representative of the ICPC that the twenty-fourth Assembly of that organization had also made a similar recommendation.

176. The Commission realized that the judicial procedures of several countries did not make it easy to provide information on penalties as regularly and clearly as would be desired. Nevertheless it requested the Secretary-General to draw the attention of Governments to the need for clearly indicating, as far as possible, the penalties imposed both in seizure reports and in annual reports made pursuant to articles 23 and 21 of the 1931 Convention, respectively.

B. *Liaison between the different services of national administration*

177. The Commission noted that in several countries different services of the national administration were entrusted with separate aspects of the implementation of the laws or regulations concerning narcotic drugs. It was evident in some instances that there was little or no co-ordination of the activities of these services, and at times the Commission has experienced difficulty in obtaining sufficient data, particularly regarding the over-all measures taken against the illicit traffic. The Commission requested the Secretary-General to draw the attention of Governments to the need to ensure close liaison between the different services of the national administration entrusted with the control and supervision of narcotic drugs.

C. *Exchange of information relating to the illicit traffic*

178. The Commission emphasized that the exchange of information relating to the illicit traffic was one of the

main instruments in the international struggle against the illicit traffic. It noted with approval the system of direct exchange of information at present existing between the authorities of many countries, which had resulted in several seizures. It observed that it was very difficult to intercept smuggling in some situations. For example, thorough rummaging of a modern merchant ship was an extremely laborious task, and in areas where there existed a heavy tourist traffic, effective interception of smuggling was made very difficult. The Commission thought that the direct exchange of information as regards suspects would be of particular benefit and decided, by 13 votes to none, with 2 abstentions, to request the Secretary-General to draw the attention of Governments to the need for direct exchange of information relating to the illicit traffic between the authorities of countries concerned and to the facilities for the rapid exchange and dissemination of information on a large scale available from the ICPC.

179. With regard to the exchange of information through the instrumentality of international organs, the Commission noted with appreciation that the performance of obligations under articles 21 and 23 of the 1931 Convention was generally satisfactory. However, the Commission wished to record its concern at the lack of information, particularly from the countries situated in South America, and stressed the absence of seizure reports or advance copies of chapter XI of the annual reports of Governments from those countries. It requested the Secretary-General to draw the attention of the Governments concerned to the need for submitting reports on seizures currently throughout the year under article 23 of the 1931 Convention and to request them to make every effort to transmit advance copies of the chapter of their annual reports dealing with the illicit traffic by 1 March of the following year⁵⁵. It was pointed out that, in both cases, supplementary information or corrigenda could be sent later for purposes of record if Governments so desired.

D. *The question of the origin of seized drugs*⁵⁶

180. The Commission observed that the question of the origin of seized drugs was a difficult matter and recalled that this subject had been debated at length at its ninth and tenth sessions⁵⁷. Some representatives on the Commission referred at the current session to the indications of origin as contained in the various reports before it. The attention of the Commission was drawn to the basic obligations in article 23 of the 1931 Convention as regards reports on origins, particularly sub-paragraphs (b), (c), (d), (e) and (g) of the second paragraph. These sub-paragraphs require that, so far as possible, the Government making the seizure should report: the origin of the drugs, their marks and labels; the points at which the drugs were diverted into the illicit traffic; the place from which the drugs were dispatched, and the names of shipping or forwarding agents or consignors; the methods

⁵⁵ See annex VIII.

⁵⁶ See annex VII.

⁵⁷ See *Official Records of the Economic and Social Council, Eighteenth Session, Supplement No. 8 (E/2606)*, paras. 222-223; see also E/2768/Rev.1, paras. 326-332.

of consignment and the name and address of consignees, if known; the methods and routes used by smugglers and names of ships, if any, in which the drugs have been shipped; any other information which would assist in the suppression of illicit traffic. It was pointed out that the form of report adopted by the Commission some years ago, and now in use, did not make sufficient distinction between the original source and the intermediate transit points in other countries. The Commission's attention was also drawn to resolution VI adopted at its tenth session (E/2768/Rev.1, annex B) to the effect that in official documents Governments should refer to the origin of a seized narcotic drug as being "certain" or "suspected" only after previous consultation with the Government concerned.

181. The Commission noted with regret that in some cases the prior consultation envisaged in that resolution had not been carried out. The representative of Turkey informed the Commission that his Government had not been consulted in respect of most of the cases reporting Turkey as the country or suspected country of origin; that observation did not apply, however, to the United States. He was not prepared to accept attributions of origin made without such consultation, and he urged that Governments pay greater attention to the Commission's resolution on this subject.

182. The representative of India stated that his Government had fully implemented the Commission's resolution, but with rare exceptions, had not received co-operation from most of the countries with which it had initiated consultations. His Government had likewise not been consulted in respect of the various cases referring to India as the country or suspected country of origin.

183. The Commission requested the Secretary-General: (a) to remind Governments of their obligations as regards the reporting of origin of drugs seized in the illicit traffic in accordance with article 23 of the 1931 Convention and of resolution VI, adopted at its tenth session and to urge that they be fully implemented; (b) to urge Governments, in accordance with resolution I adopted at its tenth session (E/2768/Rev.1, annex B), to submit samples of seized opium to the Secretary-General for analysis in order to make use of modern laboratory techniques to obtain a more accurate determination of the origin of the seized material⁵⁸.

⁵⁸ See also chapter V, para. 265 for the discussion relating to the scientific research on the origin of opium.

184. The Commission at its tenth session had requested the Secretary-General to remind Governments of the provisions of the resolution on acetic anhydride adopted by the Commission at its ninth session (E/2768/Rev.1, annex C, para. 23). In that resolution, the Commission, while recognizing that it would not be feasible for countries in which there was significant industrial use of this substance to subject acetic anhydride to the type of control measures applied to narcotic drugs, had noted with appreciation the measures taken by Greece and Turkey, and suggested that Governments bear in mind the possibility of action by way of control or surveillance appropriate to the risks involved and the particular circumstances in their countries (E/2606, annex B, para. 39).

185. At its 303rd meeting the Commission examined the statements made by Governments in reply to the Secretary-General's request⁵⁹ and took note with interest of a paper submitted on the subject by the representative of Greece (E/CN.7/L.124). It was recognized that control of acetic anhydride was difficult or impossible to apply in countries producing it or using it on a large scale in industry, while it was relatively easy to apply in those countries which depended on imports for small-scale use.

186. The Commission thanked the Greek authorities for the information they had provided.

Universal Postal Union⁶⁰ — seizures involving the use of the mail⁶¹

187. Noting that, in pursuance of Council resolution 505 D XVI, the Secretariat had continued to send to the UPU semi-annual reports on seizures involving the use of the mail, the Commission expressed the desire to receive copies of such reports. In this connexion, it was observed that national postal administrations did not possess special machinery for the detection and seizure of narcotic drugs and that therefore seizures were made only occasionally and by chance. This explained the relatively small number of cases in the above-mentioned report.

⁵⁹ See E/CN.7/306, para. 150 and E/CN.7/306/Add.1, para. 150.1.

⁶⁰ See paras. 66-70.

⁶¹ E/CN.7/SR.296.

CHAPTER IV

THE PROPOSED SINGLE CONVENTION ON NARCOTIC DRUGS⁶²

188. The Commission continued its work on the proposed Single Convention on Narcotic Drugs which, under the terms of Economic and Social Council resolution

⁶² See E/CN.7/SR.310, 311, 320-328, 330; for decisions of the Commission affecting the text of the second draft of the Single Convention, see annex IV.

246 D (IX), is scheduled to replace the whole multilateral treaty law in this field. At its tenth session the Commission completed its detailed review of a draft treaty⁶³ which it had used as a working paper since its fifth session. It

⁶³ E/CN.7/AC.3/3. United Nations publication, Sales No.: 1951.XI.13.

had, however, anticipated that at its eleventh session it would again review the provisions of sections 48 and 50 of the draft relating to amendments and reservations, in the light of comments which it had invited Governments to make⁶⁴. The Commission had requested the Secretariat to prepare a new text in accordance with the decisions taken by the Commission from its fifth to its tenth sessions (E/2768/Rev.1, para. 157). The Secretariat had, in particular, been instructed to take into consideration, *inter alia*, further comments of the Permanent Central Opium Board and Drug Supervisory Body when drafting the new provisions on estimates and statistics⁶⁵.

189. At its eleventh session the Commission had at its disposal the following new documents:

(a) The second draft of the Single Convention (E/CN.7/AC.3/1);

(b) A compilation of observations of Governments on the question of amendments and reservations (E/CN.7/308 and Add.1-2);

(c) Further comments of the Permanent Central Opium Board and Drug Supervisory Body on the provisions concerning estimates and statistics (E/CN.7/L.119)⁶⁶.

190. The Commission concentrated its work on the following subjects:

(a) Provisions regarding amendments;

(b) Provisions regarding reservations;

(c) Questions regarding the provisions on estimates and statistics raised by the Permanent Central Opium Board and Drug Supervisory Body in their further comments (E/CN.7/L.119);

(d) Further procedure for the preparation of the final text to be submitted to a plenipotentiary conference.

Provisions regarding amendments⁶⁷

191. The first draft of the Single Convention provided for two methods of amendment (E/CN.7/AC.3/3, section 48):

(a) By a new treaty to be adopted either by the General Assembly of the United Nations or by an *ad hoc* diplomatic conference;

(b) By decision of the Commission, subject to review by the Council⁶⁸. Such a decision would not enter into force if it were rejected by twenty-five or more parties within a period of 360 days. Moreover such an amendment would not be binding upon a party which rejected it within ninety days.

192. All proposed amendments would be submitted to preliminary screening by the Commission, which would decide which particular amendment procedure should be followed.

⁶⁴ See E/2768/Rev.1, paras. 76, 137 and 147, and annex D, Comments on section 48 and 50.

⁶⁵ *Ibid.*, para. 127 and annex D, Comments on section 13(b) (i) (*dd*).

⁶⁶ For earlier comments of the Board and Supervisory Body, see E/CN.7/AC.3/5, paras. 502-599; E/CN.7/L.48, annex; E/CN.7/L.86, pp. 3 and 4; and E/CN.7/L.86/Add.1.

⁶⁷ See E/CN.7/SR.310, 327 and 328.

⁶⁸ E/CN.7/AC.3/3, section 12 and E/CN.7/AC.3/7, article 11.

193. In view of the important questions of principle involved, the Commission had decided during its tenth session:

(a) To request the Secretary-General to obtain the views of all Members of the United Nations and all non-member States parties to at least one of the existing multilateral treaties on narcotic drugs⁶⁹,

(b) To instruct the Secretariat to include provisionally the substance of the amendment provisions of the first draft (E/CN.7/AC.3/3, section 48) in the revised text of the Single Convention, and

(c) To review the matter again in the light of the observations which it might receive from Governments.

194. At its eleventh session the Commission had at its disposal:

(a) The amendment provisions of the second draft (E/CN.7/AC.3/7, article 57) which reproduced in substance the provisions of the first draft;

(b) A compilation of observations received from Governments (E/CN.7/308 and Add.1-2).

195. These observations may be divided into two main groups: those which agreed in differing degrees with a procedure which would permit amendment by decision of the Commission, and those which were opposed to this idea.

196. While some Governments agreed with, or declared they did not object to, the amendment provisions of the first draft as a whole, or even gave preference to amendment by decision of the Commission, others proposed that a distinction should be made between important, or "basic" or "major", provisions, on the one hand, and those which dealt with less important, or "minor" or "technical", matters or with subjects which were likely to call for amendment from time to time on the other hand. The Commission should not be authorized to amend important provisions of the Single Convention.

197. It was also suggested that the minor points subject to amendment by the Commission should be specifically enumerated or even that they should be placed in an annex or in "Regulations", while the Convention should limit itself to basic principles which could not be amended by the Commission. It was also suggested that non-members of the Commission, as well as non-member States, should be afforded an opportunity to participate in the preliminary procedure as well as in the meetings which would adopt the amendment. It was suggested that it should be determined by a vote of the parties, and not by the Commission, which amendment procedure should be followed. Finally, it was mentioned that the draft provisions were too complicated and should be simplified.

198. Governments which opposed amendment by decision of the Commission proposed:

(a) That the Single Convention should be amended in the same way as it would be adopted, i.e., that it should be amended by an *ad hoc* diplomatic conference; or

(b) That provision should be made for amendment by

⁶⁹ See E/2768/Rev.1, para. 137 and annex D, Comments on section 48.

such a conference, as well as by the General Assembly of the United Nations.

199. It was stated that the proposed procedure for amendment by decision of the Commission would endanger one of the basic principles underlying the effectiveness of the international narcotics treaties — their universal applicability; that it would be unsatisfactory if different versions of particular provisions of the Convention were in force for different parties; and that parties would not be in a position to know in advance the extent of their obligations under the new treaty.

200. It was suggested that the screening of amendment proposals should be done by the Commission, or by a committee of experts selected from among members of the Commission and that the Commission should consult Governments before deciding the matter; that it should, in particular, find out whether there would be sufficient interest in the proposed amendment, and that such interest could be substantiated by the endorsement of not less than one third of the parties. It was also suggested that the General Assembly rather than the Commission should determine whether a proposed amendment should be adopted by the General Assembly or by an *ad hoc* diplomatic conference.

201. During the discussion of the observations of Governments the Commission considered in particular the following questions:

(a) Whether it was possible to distinguish between major and minor provisions, the latter to be subject to amendment by the Commission;

(b) Whether and how far Governments not represented on the Commission should be enabled to participate in the preliminary screening of proposed amendments;

(c) Whether the Commission, the Secretary-General or the General Assembly itself should decide whether a proposed amendment should be adopted by the Assembly or by an *ad hoc* diplomatic conference;

(d) Whether the decision to submit a proposed amendment to the General Assembly or to an *ad hoc* conference should depend on the type of the amendment to be defined in the Convention or on the particular merits of each case;

(e) How the rights of a party proposing an amendment should be protected if the Commission rejected the amendment or modified it without the consent of the party;

(f) Whether the Single Convention should provide for amendment by the General Assembly as well as by an *ad hoc* diplomatic conference, or only by such a conference;

(g) How far parties non-members of the United Nations should be entitled to participate in the preliminary screening procedure as well as in the consideration of an amendment by the General Assembly;

(h) Whether amendments adopted by the General Assembly or an *ad hoc* diplomatic conference should, under certain conditions, be binding upon parties not accepting them.

202. It was the general consensus of the Commission that it would be very difficult indeed, if not impossible, to distinguish in advance between important and minor provisions. The Commission decided, therefore, that the Single Convention should not provide for amendment by decision of the Commission.

203. The view was expressed that the General Assembly should not be charged with amending the Convention since it was a political body and was not as well qualified to deal with the technical questions of narcotics control as an *ad hoc* conference. On the other hand, it was suggested that the delegations to the General Assembly could call upon their technical advisers and that it was essential to save the costs of an *ad hoc* diplomatic conference whenever possible.

204. On the basis of this discussion the following proposals were formulated for the Commission's consideration:

(a) Any member of the Commission, any Member of the United Nations and any non-member State party to the Convention should be authorized to propose an amendment;

(b) The Commission should consider such a proposal. Any non-member of the Commission proposing an amendment should be entitled to participate in the Commission's deliberation of the amendment. Other States having a considerable interest in the question should be afforded the same opportunity;

(c) Before taking a decision the Commission should consult all Members of the United Nations and all non-member States parties to the Convention;

(d) The Commission should have the right:

(i) To reject the proposed amendment; or

(ii) To request the Secretary-General:

(a) To call an *ad hoc* diplomatic conference to adopt the amendment in its original form or in a modified one; or

(b) To place the amendment in its original or modified form on the provisional agenda of the General Assembly.

These decisions of the Commission should be taken on the merits of each case;

(e) Any party whose amendment has been rejected by the Commission, or modified without its consent, should have an opportunity to submit the amendment, in its original form, to the next *ad hoc* diplomatic conference or session of the General Assembly which had other amendments to the Convention on its agenda. If such an opportunity does not arise within ten years from the action of the Commission a special *ad hoc* conference should be called to deal with all rejected or modified amendments which might have accumulated in the meantime. The Convention should incorporate such provisions as would be necessary to give the party this right of resorting to the Conference or the General Assembly and as would be compatible with the legal position of a conference of sovereign States or of the General Assembly; or

(e) Any party whose amendment has been rejected by the Commission or modified without its consent shall have the right to request the Secretary-General to obtain the views of the other parties on the amendment. If more than one fourth, or alternatively, one third, of the parties endorse the amendment in its original form, the Secretary-General shall either call an *ad hoc* conference of the parties to consider the amendment or to place the question

of the amendment on the provisional agenda of the General Assembly;

(f) All decisions of the Commission concerning amendments should be subject to review by the Council (E/CN.7/AC.3/7, article 11);

(g) The General Assembly as well as *ad hoc* diplomatic conferences should be the treaty organs for the adoption of amendments. The General Assembly should, however, also be authorized to refer the matter to an *ad hoc* conference;

(h) An amendment adopted either by the General Assembly or by the Conference would bind only such parties as accept it or do not reject it within a given period of time⁷⁰;

(i) Non-member States parties to the Single Convention should have the right to participate in the discussions of United Nations organs, or alternatively, to present their views to United Nations organs considering amendments.

205. In the discussion of these proposals the Commission paid particular attention to the following questions:

(a) Whether States nor parties should be entitled to participate in the amendment procedure, and in particular to propose amendments; and

(b) Whether the selection of the amending organ, i.e., the General Assembly or an *ad hoc* diplomatic conference, should be left to the Commission or to the Secretary-General.

206. While the Commission decided provisionally that, in principle, States not parties should not take part in the amendment procedure, and that the selection of the amending organ should be entrusted to the Commission, it held that the legal and political problems involved in the procedure for adopting amendments required more consideration and particularly, further consultation with appropriate governmental bodies. The Commission decided, therefore, by 12 votes to none, with 2 abstentions, to refer consideration of the amendment procedure (E/CN.7/AC.3/7, article 57) to the committee which it was proposed to convene in January 1957⁷¹ or to consider the matter itself at its twelfth session. The committee or the Commission, as the case might be, would be in a position to consider the whole question *de novo* in the light, *inter alia*, of any further observations of Governments which at that time they might have at their disposal.

Provisions regarding reservations⁷²

207. The first draft of the Single Convention provided that a party may make

(a) Reservations which were specifically permitted, and

(b) Such other reservations as would not be opposed by another Party (E/CN.7/AC.3/3, section 50).

208. The Commission decided at its tenth session that parties should be expressly authorized to reserve for a limited period of time the use of

(a) Opium for quasi-medical purposes and smoking;

(b) Coca leaves for chewing; and

(c) Cannabis and cannabis resin for medical and non-medical purposes, including use in indigenous medicine⁷³.

209. The Commission had also decided that these reservations should be subject to closely defined conditions such as those laid down in article 19 of the 1953 Protocol for the temporary use of opium for quasi-medical purposes and smoking⁷⁴. For the rest, the Commission had postponed the consideration of the problem of reservations to the new Convention, in order to request the views:

(a) Of all Members of the United Nations and all non-member States parties to at least one of the existing multilateral treaties on narcotic drugs on what additional reservations if any should be expressly permitted (E/2768/Rev.1, para. 146);

(b) Of States not represented on the Commission which traditionally use cannabis or cannabis resin in indigenous medicine and for non-medical purposes, on the length of the period for which this use should be permitted (E/2768/Rev.1, para. 87);

(c) Of the Secretariat on the technical legal problems involved (E/2768/Rev.1, para. 148).

210. At its eleventh session the Commission had at its disposal

(a) Draft provisions (E/CN.7/AC.3/7, article 59) which, while reproducing in substance the relevant clauses of the first draft (E/CN.7/AC.3/3, section 50) also expressly permitted the above-mentioned reservations on opium, coca leaves, cannabis and cannabis resin; and

(b) A compilation of observations received from Governments (E/CN.7/308 and Add.1-2).

211. The Commission was also informed of the opinion of the Office of Legal Affairs of the United Nations that the provisions on reservations contained in the first and second draft of the Single Convention were compatible with the terms of the General Assembly resolution 598 (VI), dealing with reservations to multilateral conventions.

212. The views which were expressed in the Commission's discussion, as well as the views of the Governments which had made observations may be summed up as follows:

(a) The right of parties to make reservations should not be limited, since this would be incompatible with the principle of national sovereignty;

(b) No other reservations should be admitted except those referred to above, which provide for temporary exceptions in regard to opium, coca leaves, cannabis and cannabis resin;

(c) The new treaty should expressly permit reservations other than those referred to under (b);

(d) While it was, on the one hand, suggested that reservations not expressly permitted should be excluded, it was, on the other hand, proposed that a party should

⁷³ The Commission had decided that the new Convention should prohibit the use of cannabis and cannabis resin for all purposes, medical and non-medical alike, except that of scientific research: see E/2768/Rev.1, para. 87 and annex D, Comments on section 33. It was, however, envisaged that this prohibition would be subject to reservations for a transitional period.

⁷⁴ See E/2768/Rev.1, paras. 143-145, 147 and annex D, Comments on sections 33 and 50. As regards the quasi-medical use and smoking of opium, see also E/2606, para. 63.

⁷⁰ See E/CN.7/SR.310.

⁷¹ See para. 241.

⁷² See E/CN.7/SR.310, 311 and 326.

be authorized to make a reservation not expressly provided for in the new Convention if no other party objected. It was also proposed that a procedure might be adopted by which the Commission would be enabled to mediate the difference of opinion between the Government making the reservation and that making the objection;

(e) It was also proposed that reservations should not be permitted in respect of fundamental provisions, i.e., in respect of provisions which were essential for the working of international narcotics control.

Those who favoured differing degrees of freedom to make reservations explained that this was necessary to facilitate wide participation in the new treaty. Others who supported more rigid provisions pointed out that the effectiveness of international narcotics control would be much reduced if acceptance of the new Convention were permitted with reservations. It was also pointed out that since the new Convention would constitute in the main a codification of existing law, it would impose only essential obligations, which in principle should not be subject to reservations. It was also undesirable that, as a result of numerous reservations, different treaty systems should apply between different parties. It was also pointed out that if, in drafting the new treaty, account was taken of the necessity of adapting certain provisions to the requirements of particular States, there would be less need for reservations. As regards the period of time for which the continued use of cannabis and cannabis resin for medical and non-medical purposes should be permitted temporarily, the Commission noted the view of the Government of Pakistan that no time limit should be imposed (E/CN.7/308, p. 17). The representative of India stated at the 310th meeting that it was possible that his Government might have to take the same position. The Government of Burma had also stated in its observations that it favoured a reservation permitting Burma to issue cannabis for medicinal purposes whenever the need arose (E/CN.7/308, p. 13). The Commission also noted that several Governments proposed the inclusion of specific reservations among those which should expressly be permitted.

(a) The Government of Australia declared in its observations that it was opposed to the provision in the second draft of the Single Convention that any package containing a narcotic drug should have on its interior wrapping a clearly visible double red band (article 42, para. 5). It requested that an express reservation should be permitted in respect of this provision unless it were modified to exclude domestic shipments and preparations (E/CN.7/308, p. 12).

(b) The representative of Mexico suggested that a reservation should be permitted on the provision concerning local inquiries⁷⁵, which constituted a limited system of international inspection and was incompatible with the principle of national sovereignty and thus with the Mexican Constitution.

(c) The Government of the United Kingdom pointed out that a number of countries whose adherence to the new Convention would be essential were not prepared to accept the provision empowering the Commission to

require parties to prohibit certain narcotic drugs⁷⁶. It declared that it would be desirable to permit a reservation in respect of this provision unless it were amended in a satisfactory manner (E/CN.7/308, pp. 18-19).

(d) The Government of the United States requested the inclusion of a provision permitting parties to apply stricter measures than those required by the treaty, and as an alternative a provision which would make possible a reservation to the same effect (E/CN.7/308, p. 20). Several representatives on the Commission declared that inclusion of such a provision in the main body of the Convention was preferable to the reservation.

213. The Commission was of the opinion that an appropriate solution of the problem of reservations depended not only on technical points of a legal nature, but also on questions of fact, namely on the differing conditions in numerous countries. At its 311th meeting, it decided that the provisions incorporating the reservations on opium, coca leaves, cannabis and cannabis resin should for the moment be left as drafted in article 59 of document E/CN.7/AC.3/7. It held that the solution of the various difficult questions connected with the problem of reservations should be left to a more widely representative body, namely to the plenipotentiary conference which would be called to adopt the Single Convention.

Questions regarding the provisions on estimates and statistics raised by the Permanent Central Opium Board and Drug Supervisory Body⁷⁷

214. The questions raised by the Board and the Supervisory Body (E/CN.7/L.119) may be grouped under the following headings:

- (a) Estimates of the production of poppy straw, coca leaves, cannabis and cannabis resin;
- (b) Indication of the moisture content in the estimates and statistics for opium, to be furnished by Governments;
- (c) Date of statistical returns on opium stocks;
- (d) Publication of opium estimates.

215. In connexion with their comments on estimates and statistics, the Board and the Supervisory Body also suggested that a definite time limit should be set for the delivery, by cultivators, of their opium crops to the governmental opium agencies (E/CN.7/L.119, p. 3).

ESTIMATES OF THE PRODUCTION OF POPPY STRAW, COCA LEAVES, CANNABIS AND CANNABIS RESIN

216. Under the existing international narcotics régime, Governments must furnish annually binding estimates of their requirements of manufactured narcotic drugs. Manufacturing and import limits are computed on the basis of these estimates. The aim of this system is to limit the supply of manufactured narcotic drugs to medical and scientific needs and thus to prevent the diversion of these drugs into illicit channels. At its tenth session the Commission had decided that under the terms of the Single Convention this system should be extended to opium,

⁷⁵ E/CN.7/AC.3/7, article 23, para. 1 (b) (paragraph reference Nos. 189-191).

⁷⁶ E/CN.7/AC.3/7, article 2, para. 5 (first alternative) (paragraph reference No. 55) in connexion with article 3, para. 3.

⁷⁷ See E/CN.7/SR.310, 320, 321 and 330.

poppy straw, coca leaves and cannabis (E/2768/Rev.1, para.125). As a result, Governments would have to furnish estimates of their requirements of these agricultural products in the same way as those of manufactured narcotic drugs. Binding estimates of opium requirements would also have to be furnished under the terms of the 1953 Protocol.

217. In accordance with the Commission's decisions, the second draft of the Single Convention not only provides for such estimates of requirements, but also for "production" estimates, i.e., Governments would have to furnish annual estimates of:

(a) The area on which they propose to cultivate the opium poppy for the production of opium or poppy straw destined for the extraction of alkaloids; the coca bush; or the cannabis plant for the production of cannabis or cannabis resin;⁷⁸ and

(b) The foreseeable crops of these products.

Similar "production" estimates would have to be furnished for opium under the terms of the 1953 Protocol.

218. The Commission's discussion was not limited to the points raised by the Board and the Supervisory Body in respect of estimates and statistics of poppy straw and in respect of "production" estimates for coca leaves, cannabis and cannabis resin (E/CN.7/L.119, p. 9). The value of production estimates for these agricultural products became itself a subject of the Commission's discussion. The Board and the Supervisory Body did not object to the provisions of the Single Convention which would obligate Governments to furnish annual estimates of their requirements of these substances.

A. Poppy straw

219. Some representatives on the Commission stated that the provisions of the Single Convention requiring production estimates for poppy straw would be unacceptable to many States. These provisions were difficult or even impossible to implement and had no practical value. The opium poppy was practically never grown specifically for the production of poppy straw to be used for the extraction of morphine. The crop of the straw varied greatly from year to year according to the weather. If the provisions concerning production estimates were intended to prevent the illicit traffic in poppy straw, they were absurd, since such traffic did not exist. If it was, however, intended to prevent the manufacture of morphine from poppy straw, it should be frankly stated.

220. Other representatives thought, however, that the difficulties involved in furnishing production estimates for poppy straw had been greatly exaggerated. The representative of Iran mentioned that agricultural estimates, by their very nature, would not be fully exact. It was stated that the estimates would be furnished only for the straw destined for the extraction of morphine. The opinion was also expressed that the furnishing of production estimates for opium and other agricultural products presented similar difficult problems. The representative of Turkey pointed out that the size of opium crops depen-

ded also on differing weather conditions. It would be unfair to impose this burden on the producers of opium and not on those of poppy straw. Also, the production of poppy straw could not be left uncontrolled, since it constituted an important raw material from which at present about 25 per cent of all morphine was manufactured. While it was admitted that the illicit traffic in poppy straw was at present without importance, it was pointed out that this traffic might become a serious problem as soon as a cheaper process for the extraction of morphine from poppy straw was developed.

221. The Commission took note of the views of the Board and the Supervisory Body that statistics and estimates of poppy straw (i.e., estimates of requirements as well as estimates of production) would be of no practical value unless accompanied by precise information as to whether they referred only to the capsules or to the capsules and to the rest of the plant from which morphine might be extracted, and that some indication should be given in the estimates of the quantity of morphine likely to be extracted from the straw. While it was stated that the proposals of the Board and Supervisory Body were acceptable, other representatives on the Commission expressed the view that it would be very difficult to implement these suggestions, since the morphine content of the straw was very variable. The representative of Yugoslavia stated that his country exported poppy straw and could not estimate the morphine content of straw so exported. This information would have to be furnished by the importing country. The representative of Turkey pointed out that the importing country would be able to report the amount of straw imported, as well as its morphine content.

B. Coca leaves

222. The Board and the Supervisory Body had expressed the opinion that it was useless to estimate the areas on which the coca bush would be grown because the coca leaves were hardly ready for use, whether for chewing or for the manufacture of cocaine, until the bush was some five years old; and that only an estimate of the weight of the leaves to be harvested each year should be given (E/CN.7/L.119, p. 2).

223. Several representatives on the Commission, however, expressed the opinion that estimates of the area of cultivation were useful. Increased estimates would indicate future increased production of coca leaves, not in the following year, but after five years. For instance, such an intention to increase production, if not justified by the trend of cocaine consumption, might cause concern to the international control organs. It might even be useful to obtain estimates of the number of coca bushes less than five years old, as well as of those of that age or above.

C. Cannabis

224. The Commission also noted the opinion of the Board and the Supervisory Body that production estimates of cannabis and cannabis resin would have no real value (E/CN.7/L.119, p. 2). Several representatives on the Commission stated, however, that there was no reason why production estimates which would be furnished for opium,

⁷⁸ E/CN.7/AC.3/7, paragraph reference Nos. 320-327 and 371-377 in connexion with paragraph reference Nos. 35-37.

poppy straw and coca leaves should not equally be made for cannabis and cannabis resin. Where — as in India — these substances were not obtained from cultivated plants but were collected from wild plants, the amount to be collected should be estimated. Production estimates would constitute a very useful factor in the control of the cultivation of the cannabis plant for the purpose of producing cannabis.

225. Other representatives stated, however, that production estimates of cannabis and cannabis resin were unnecessary, since they would not provide any information additional to that furnished in statistical returns. The particular situation of India was pointed out. The Indian Government had not yet decided whether the use of cannabis for medical purposes, particularly in the Ayurvedic and Unani systems of medicine, should be prohibited. There was also the additional difficulty that the cannabis plant grew wild in such profusion in some Indian states that all the cannabis supplies were collected from wild plants. Furthermore, in India there was also the constitutional aspect that the cannabis problem was not mainly within the jurisdiction of the central authorities, but within that of the states.

226. The Commission was in agreement that the decisions on production estimates which it had adopted during its tenth session should not be changed. It decided to invite the Permanent Central Opium Board:

(a) To prepare, in accordance with the relevant provisions of the second draft of the Single Convention⁷⁹, draft forms for estimates and statistical returns of poppy straw, coca leaves, cannabis and cannabis resin;

(b) To request the Secretary-General to transmit these draft forms:

(i) Concerning poppy straw, to all Members of the United Nations and non-member States parties to at least one of the multilateral narcotics treaties⁸⁰;

(ii) Concerning coca leaves, to those countries in which the coca bush was known to grow⁸⁰; and

(iii) Concerning cannabis and cannabis resin to all States concerned⁸⁰;

(c) To ask the Governments indicated to furnish their observations on these draft forms.

227. A compilation of the replies should be prepared for the twelfth session of the Commission.

228. The representative of the Board stated that the Board, which had very closely defined treaty functions, was always willing to assist the Commission in its work; the inquiry which the Board was asked to undertake was, however, outside its competence and should therefore be entrusted to the Secretary-General, with whom the Board and the Supervisory Body would willingly cooperate.

INDICATION OF THE MOISTURE CONTENT IN ESTIMATES AND STATISTICS OF OPIUM

229. The Commission noted the suggestion of the Board and the Supervisory Body that the Single Conven-

tion should provide that Governments indicate the moisture content in their estimates and statistics of this substance (E/CN.7/L.119, p. 3). It was of the opinion that the International Narcotics Control Board⁸¹ would have the power to request this information under the terms of the second draft of the Single Convention⁸². The representatives of Turkey and Yugoslavia, however, desired to record that they did not wish to commit their countries to furnish information on the moisture content of opium. The representative of Turkey expressed the view that this information was without value. The representative of Yugoslavia mentioned that it was more useful to report the morphine content of the opium.

DATE OF STATISTICAL RETURNS ON OPIUM STOCKS

230. At its tenth session the Commission had decided that the dates of the statistical returns should be those of the existing treaties (E/2768/Rev.1, para. 124). The second draft of the Single Convention provides generally, therefore, that statistics on stocks of all drugs should be furnished — or, alternatively, should reach the Board — within five months after the end of the year to which they refer⁸³.

231. At the request of the Board and the Supervisory Body (E/CN.7/L.119, p. 3), a special provision⁸⁴ was tentatively inserted which would have precedence over this general rule and according to which statistics of opium stocks would have to be furnished within three months after the end of the year to which the information refers. Since the representatives of opium-producing countries having different harvesting times declared that they would be able to furnish the stock statistics within three months, the Commission decided at its 321st meeting that the tentative provision referred to above should be retained.

PUBLICATION OF OPIUM ESTIMATES

232. The Supervisory Body suggested that provision should be made in the Single Convention for the publication of a statement of estimated requirements of opium (E/CN.7/L.119, p. 4). Such an annual statement, as well as more frequent supplementary statements concerning manufactured drugs, are at present published by the Supervisory Body under article 5, paragraphs 7 and 8, of the 1931 Convention. These statements contain information of importance to Governments in implementing their obligations under the estimate system. They would assume even greater importance under the terms of the second draft of the Single Convention, which would require parties not to authorize drug exports which would cause the import limits of the importing country or territory to be exceeded⁸⁵. These import limits would be

⁸¹ See E/CN.7/AC.3/7, paragraph reference No. 89.

⁸² See E/CN.7/AC.3/7, article 21, para. 2 and article 22, para. 2; see also E/CN.7/SR.321.

⁸³ See E/CN.7/AC.3/7, paragraph reference Nos. 275 and 304; see also article 22, para. 1, of the 1925 Convention, and article 9, paragraph 1 (b) of the 1953 Protocol.

⁸⁴ See E/CN.7/AC.3/7, paragraph reference No. 459.

⁸⁵ E/CN.7/AC.3/7, paragraph reference Nos. 352, 415 and 531.

⁷⁹ E/CN.7/AC.3/7, article 21, para. 2, and article 22, para. 2.

⁸⁰ See E/CN.7/SR.320.

computed on the basis of the estimates as at present.

233. The Commission agreed with the suggestion of the Supervisory Body. It was, however, satisfied that the second draft of the Single Convention already contained a provision (article 21, para. 7) which would make mandatory the publication by the International Narcotics Control Board of periodical statements of estimates. The Commission considered, however, that it should be made clear in the text of the treaty itself that these statements should be issued at least annually, since the estimate system was organized on an annual basis.

TIME LIMIT FOR THE DELIVERY OF OPIUM CROPS

234. The Commission agreed with the opinion of the Board and the Supervisory Body that the new Convention should require an expeditious surrender of opium crops to the governmental opium agencies. It was aware that this was necessary to reduce the diversion of opium into the illicit traffic. It considered, however, that the date limit proposed by the Board and the Supervisory Body, namely, "31 December of the harvest year" (E/CN.7/L.119, p. 3) would not be compatible with the differing climatic conditions of all countries which produced or might produce opium.

235. The Commission noted the provision of the second draft of the Single Convention according to which the governmental opium agencies would be required to take physical possession of opium crops as soon as possible, but not later than three months "after the end of the harvest" (article 32, para. 2 (d)). It held that this provision incorporated the idea suggested by the Board and the Supervisory Body.

236. The Commission assumed that the term "end of the harvest" referred to the date on which the last opium was collected in the fields. It was convinced that this date would be determined in good faith by the Government of each opium-producing country.

237. Since the representative of an opium-producing country stated that a period of three months would be too short, the Commission, at its 321st meeting, decided to extend this period to four months.

Further procedure for the preparation of the final text to be submitted to a plenipotentiary conference⁸⁶

238. The Commission examined at length the question of the further procedure to be followed before the submission of the Single Convention to a plenipotentiary conference.

239. It noted that the second draft of the Single Convention, as prepared in accordance with the Commission's request, included numerous alternative texts indicated by square brackets. Although some of these versions represented only variations due to the differing terminologies which the Commission had instructed should be taken into account, others represented the undecided parts of incomplete decisions in substance, or incorporated different basic principles contained in the decisions. While some representatives expressed the view that the present

text with its variations enabled Governments to obtain a more general view of many problems and to choose between different possibilities, the Commission as a whole was of the opinion that it would be preferable for the draft to be considerably simplified, by the deletion of as many alternatives as possible, before being presented to a plenipotentiary conference.

240. The Commission considered the following procedural possibilities:

(a) Whether it should make use of its authority granted by Economic and Social Council resolutions 315 (XI) and 355 B (XII) to transmit the draft to Governments for their comments, and if so, which Governments should be consulted;

(b) Whether the present text should again be reviewed by the Commission, either after revision by a committee, or without such a previous revision; or

(c) Whether a recommendation should be made to the Council that a plenipotentiary conference for the adoption of the Single Convention be called immediately.

241. After discussion of the various technical and administrative problems involved, such as the conference schedules of the European Office at Geneva, the time required for preparing the necessary documents in the working languages, and the financial implications, the Commission at its 322nd and 323rd meetings, took the following decisions:

(a) To transmit for comments the second draft of the Single Convention to the Governments which were represented on the Commission or to the Governments⁸⁷ whose representatives participated in the Commission's work on the Single Convention⁸⁸. The Governments should send the comments in time to reach the Secretary-General by 15 November 1956. The Commission decided that the draft should be formally communicated for comments as early as possible, and in any case not later than 30 June 1956, together with the final summary records of the Commission's eleventh session which deal with the Single Convention. Earlier documents relating to the first draft of the Single Convention would be transmitted only if a Government specifically requested them. The Commission was of the opinion that it would at present not be advisable to invite comments from Governments which had not participated in the framing of the draft, and which would therefore find serious difficulty in examining the draft at the present stage.

(b) To request the Secretariat to prepare as rapidly as possible an analytical compilation of those comments which it had received by 15 November 1956;

(c) That a committee⁸⁹ should be authorized to meet,

⁸⁷ Belgium, Bolivia, Federal Republic of Germany, Hungary, Italy, Japan, Netherlands, Pakistan, Switzerland and the Union of South Africa.

⁸⁸ The proposal to circulate the draft in its present form to Governments was adopted by 8 votes to 4, with 3 abstentions, and the proposal to send the draft to members of the Commission and to observers was adopted by 13 votes to none, with 2 abstentions. A proposal to send the draft to all members of the United Nations and to non-member States parties to at least one of the multilateral narcotics treaties was rejected by 7 votes to 2, with 5 abstentions.

⁸⁹ The decision to form a committee to prepare a simplified draft was taken by the Commission at its 323rd meeting by 7 votes to none, with 7 abstentions.

⁸⁶ See E/CN.7/SR.321-325 and 330.

in Geneva, between the eleventh and twelfth sessions, under rule 20 of the rules of procedure, and if at all possible, between 15 and 31 January 1957. This committee should convene for a period not exceeding four weeks to prepare, for the Commission's consideration at its twelfth session, a simplified draft, taking into consideration such comments of Governments as might have been received by the Secretary-General by 15 November 1956. It should be composed of:

- (i) Canada; or, as an alternative member, Mexico;
- (ii) India and Turkey; or Yugoslavia as alternative member in place of either of them; and
- (iii) The United States of America and the Union of Soviet Socialist Republics; or France as first, and Egypt as second alternative member for either of them.

The Governments of those countries should be invited to inform the Secretary-General by 1 July 1956 whether they agreed to participate in the committee in their capacity as principal or alternative members, as the case might be. If it did not appear from the replies at the disposal of the Secretary-General by this date that the committee would be composed of five members (i.e., of five principal members or their respective alternatives), the proposal to authorize the meeting of the committee should be considered to have been withdrawn.

(d) If, as outlined under (c), five Governments have informed the Secretary-General by 1 July 1956 that they are willing to participate in the committee, to propose

that the Council recommend to the General Assembly that the United Nations bear the travel and *per diem* expenses of the representatives of those Governments serving on the committee.

(e) If the proposal to authorize the committee should be considered to have been withdrawn, as outlined under (c), to recommend that the Council authorize the Commission to extend in 1957 its normal session of four weeks by a maximum of three more weeks. The Commission decided that it would devote to the Single Convention not only these three weeks but also a considerable part of its normal session.

242. The Commission recommended that the United Nations should bear the travel and maintenance costs because it considered that the work of the committee would be done in the interests of all Members of the United Nations co-operating in international narcotics control, and not only in the interests of the five countries participating in the committee.

243. The representatives of Turkey and Yugoslavia, referring to the fact that the work on the Single Convention had been begun in 1950, expressed the view at the 322nd meeting that the Commission had been slow in preparing the draft. Other representatives, while agreeing with the need for expeditious work, held, however, that the emphasis on speed should not interfere with the care which should be applied to such an important task involving complicated problems of an economic, social, medical, legal and administrative nature.

CHAPTER V

OPIUM AND OPIATES

The opium policy of Iran

244. The new opium policy adopted by the Government of Iran in 1955, embodied in the law banning the cultivation of the opium poppy (E/NL.1956/1) and regulations made under that law (E/NL.1956/40), is discussed in chapters II, III, X and XII.

The request of Afghanistan to be recognized as a State producing opium for export ⁹⁰

245. At its tenth session, the Commission deferred the request of the Government of Afghanistan to be given the treaty right to produce opium for export until its eleventh session, at the request of several representatives who wished to obtain further instructions from their Governments on the matter (E/2768/Rev.1, paras. 155-156). In the meantime, the Government of Afghanistan raised the question at the twentieth session of the Economic and Social Council, and that body decided unanimously to state that "members expressed sympathy with the problem of Afghanistan and requested that their views

be called to the attention of the Commission on Narcotic Drugs" ⁹¹. The Government of Afghanistan also raised the question at the tenth session of the General Assembly; several representatives expressed sympathy with the situation of Afghanistan; no specific action, however, was taken ⁹².

246. At the Commission's tenth session, the observer for Afghanistan had requested that the 1953 Protocol should be revised in such a way as to permit Afghanistan to produce opium for export and that a clause to this effect should also be included in the proposed Single Convention (E/2768/Rev.1, paras. 155-156). He repeated this request at the eleventh session. He said that Afghanistan had not been represented at the 1953 Conference through an unfortunate combination of circumstances. He informed the Commission that 90 per cent of Afghanistan's opium was produced in the northernmost province of Badakshan, the population of which was economically dependent on opium, which was its only cash crop. As early as 1944,

⁹¹ See *Official Records of the Economic and Social Council, Twentieth Session*, 890th meeting; and *ibid.*, *Annexes*, agenda item 10, document E/2785, para. 5.

⁹² See *Official Records of the General Assembly, Tenth Session, Third Committee*, 680th and 681st meetings.

⁹⁰ See E/CN.7/SR.308, 309, 311, 313 and 327.

opium production had been banned in Afghanistan, but the ensuing economic hardship had forced that country to rescind the prohibition. However, his Government had recently adopted a law stringently controlling cultivation of the opium poppy and the production and export of opium (E/NL.1956/27). Under this law, cultivators were licensed and had to deliver all the opium produced to authorized government agencies. His Government was likewise taking steps to accede to the International Convention Relating to Dangerous Drugs signed at Geneva on 19 February 1925. He also pointed out that Afghanistan's production was of small volume and would not upset the balance of the world trade in opium. It was also pointed out that the report of the Board on statistics of narcotics for 1950 showed imports of 28,000 kg. of opium into the Soviet Union from Afghanistan, although it showed no exports from that country⁹³.

247. Several representatives supported the request of Afghanistan, stating that it would be unfair to prevent that country from exporting its opium merely because it had not participated in the 1953 Conference, and pointing out that if exports were prohibited, much of the opium produced might find its way into the illicit traffic. One representative also said that there had been underproduction rather than overproduction of opium during the last year or two, while medical and scientific needs were increasing, and thus it was desirable that Afghan opium, which was of specially high quality, should not disappear from the market. In this connexion it was also pointed out that according to the report on the work of the Permanent Central Opium Board in 1955, world stocks of opium in 1954 were sufficient for approximately two years' licit requirements (E/OB/11, p. 9).

248. Other representatives, however, while sympathizing with the difficulty of Afghanistan, pointed out that the Commission might seem to have been inconsistent if on the one hand it urged Governments to accept the 1953 Protocol in order to reduce the over-production of opium, and on the other hand it recommended that another country should be authorized to produce opium for export. Furthermore, production of opium in Afghanistan might be prejudicial to the efforts of Iran to reduce illicit consumption by prohibiting all opium production; there was already an illicit traffic on Iran's eastern frontier carried on in part by pilgrims from Afghanistan. Afghanistan had been duly invited to the 1953 Conference. In fact, the presence or absence of representatives at the 1953 Conference had not been the sole consideration guiding the selection of countries authorized to produce opium for export, for example, neither Bulgaria nor the Soviet Union had been represented at the Conference, but had been included in the list of exporters. The observer for Pakistan expressed the fear that Afghan opium being transported to another country via Pakistan might be diverted into the illicit traffic.

249. In reply to several questions on the legal aspects of the Afghan request to revise article 6 of the 1953 Protocol (which lists the countries entitled to produce

opium for export) before the Protocol had come into force, the representative of the Secretary-General informed the Commission that in the opinion of the Office of Legal Affairs, the Economic and Social Council could at any time recommend to the General Assembly, or to a plenipotentiary conference, the adoption of an amending protocol.

250. The Commission considered a draft resolution submitted by India on this question (E/CN.7/L.136). By a roll-call vote of 6 to 3, with 5 abstentions, the Commission recognized the justice of Afghanistan's claim to be included among the countries entitled to produce opium for export and requested the Secretary-General to include Afghanistan among the parties entitled so to do listed in article 33, paragraph 1 (a) of the second draft of the Single Convention⁹⁴. By a roll-call vote of 4 to 2, with 8 abstentions, the Commission rejected a proposal requesting the Secretary-General to 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" referred to in article 6 of the 1953 Protocol.

251. During the discussion of this matter, the representative of Iran proposed that the Commission should adopt a resolution (1) inviting all Governments to co-operate as far as possible with Iran to assure the success of its legislation prohibiting the cultivation of the opium poppy; and (2) postponing consideration of the request of Afghanistan until its twelfth session (E/CN.7/L.137). The question of postponement was considered separately and rejected by a roll-call vote of 6 to 3, with 5 abstentions. The Commission endorsed the proposal for co-operation with Iran, but this draft resolution was later withdrawn by the representative of Iran in view of the adoption by the Commission of a draft resolution regarding technical assistance for Iran (E/CN.7/L.139)⁹⁵.

252. During the discussion several representatives drew attention to the fact that Afghanistan had not been carrying out all the obligations arising out of the various international narcotic treaties to which it was a party. The Commission adopted unanimously a draft resolution submitted by Canada (E/CN.7/L.138) requesting the Government of Afghanistan to furnish annual reports for the years 1953-1955 (and thereafter annually), reports on important cases of illicit traffic, and estimates and statistics, and welcoming its decision to accede to the 1925 Convention⁹⁶.

The question of opium residues

253. At its 303rd and 324th meetings, the Commission noted that, at the request of its Chairman, the Secretary-General had communicated (E/CN.7/307) with the members of the Commission on 18 November 1955 regarding the question of opium residues and had inquired whether they had any information regarding the existence of stocks; what control is exercised over such stocks; and what disposition is made of them. It noted that, as of 31

⁹³ See Permanent Central Opium Board, *Report to the Economic and Social Council on Statistics of Narcotics for 1950 and the Work of the Board in 1951* (E/OB/7), p. 54. United Nations publication, Sales No.: 1951. XI. 11.

⁹⁴ For the text, see annex II, resolution II A.

⁹⁵ For the discussion of this question, see paras. 344-351.

⁹⁶ For the text, see annex II, resolution II B.

March 1956, replies had been received from Greece, India, Iran and the United Kingdom.

254. The representative of France recalled that at the tenth session, when Chairman of the Commission, he had raised the question of opium residues because such substances had been offered for sale in one or two countries in sufficiently large amounts to cause some alarm and to justify placing the matter on the agenda for the eleventh session. In March 1955, French dealers had been offered twenty tons of opium residues from Iran. They had approached the competent French authorities for an import licence. The authorities in question, doubting that the offer was genuine, had advised the dealers to continue negotiations. In that way the authorities had been able to confirm, after analysis of a sample of the product offered, that it was actually opium residue containing 1 per cent of morphine. Naturally, the French authorities had refused the import licence. As was known, Iran used to export dross to the Netherlands before the war. The Commission was therefore asked to consider if the availability of such large quantities of residues did not constitute a serious problem.

255. Several representatives on the Commission expressed doubt as to the precise meaning of the term "opium residues", and some representatives indicated that this fact might partly account for the absence of more replies. Nevertheless, the Commission viewed with concern the fact that such substances could be commercially available in such large quantities. It noted from the replies of Governments and from statements made in the Commission that there was sufficient national control over such substances and that, in effect, there were no stocks of opium residues in the countries concerned. It was stated in particular that in Iran, after morphine extraction and other compound extraction, no residues were left over which control need be exercised.

256. The representative of Iran thought that the substance in question was probably opium of inferior quality. The Commission noted that he would submit further information through the Secretary-General regarding the offer of twenty tons of opium residues referred to by the representative of France. In the meantime, the Commission thought it would be unnecessary for other Governments to communicate further replies regarding this matter.

Control of manufacturers of opium alkaloids

257. At its 326th meeting, the Commission heard a résumé by the representative of France on the system of control of manufacturers of opium alkaloids⁹⁷, which stressed the important task which falls upon national control organs in France as in other manufacturing countries. In discharging their responsibilities, those organs are faced with difficulties of a technical nature which introduce an element of uncertainty into control, however strict the control may be. The process of determining the morphine content of processed opium, the conversion of morphine into codeine or dionine and the extraction of natural codeine may all entail errors.

⁹⁷ C. Vaillé and G. Stern, "Control of the Opium Alkaloid Manufacturers", *Bulletin on Narcotics*, Vol. VIII, No. 2, p. 14.

Limitation of the number of manufacturers and the close co-operation of the latter with the control organs may provide some solution to this problem.

258. As regards the need for limiting the number of manufacturing firms, the Commission was informed that, of twenty-seven countries listed in the most recent List of Firms (E/NF.1955/1) as manufacturing narcotic drugs, twenty-five had indicated the number of firms engaged in such manufacture, and that the total number of firms so indicated was 125. In 1940 the total number had been one hundred (excluding two countries). At its 204th meeting, the Commission also noted that of these twenty-seven countries, fifteen were listed as manufacturing synthetic drugs. The Commission unanimously adopted a draft resolution submitted by Canada, France and Yugoslavia (E/CN.7/L.127) which, *inter alia*, aimed at preventing legally manufactured narcotic drugs from being diverted to the illicit traffic, recommended the States concerned to limit the number of manufacturing firms and especially to control output both of morphine extracted and of morphine converted into other narcotic drugs, and invited the Governments concerned to inform one another of their control methods⁹⁸.

Scientific research⁹⁹

259. The Commission again considered the United Nations programme to develop scientific methods for determining the origin of opium, and thus to aid in the struggle against the illicit traffic in opium and opiates. The Commission, at its tenth session, adopted resolution I (E/2768/Rev.1, annex B), which *inter alia*, (1) requested Governments, in cases of important current seizures of opium in the international illicit traffic, to transmit samples to the Secretariat for physical and chemical investigation of origin; (2) authorized the Secretary-General to arrange for such investigations, and to report on them, and on the determination as to origin resulting therefrom, and from other available information, to the Government submitting the samples, and to the Governments of countries indicated in the reports as countries of origin; (3) requested the Secretary-General to report to the Commission on Narcotic Drugs statistics of the number of samples of seized opium referred for chemical and physical analyses in the calendar year ending on 31 December prior to the Commission's session, and the number of instances in which it was possible to determine the origin of opium by such analyses; (4) 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 as opium produced in that country, and that reference to the particular methods employed should be given when origin of a seizure is determined by such methods; and (5) recommended that the Secretary-General should request the experts who have previously co-operated in the experiments carried out in connexion with analyses for the purpose of determining the origin of opium to report for the information of the Commission by 31 December 1955 whether, in their estimation, the methods

⁹⁸ For the text, see annex II, resolution I.

⁹⁹ See E/CN.7/SR.318, 319, 323, 324 and 331.

developed for the determination of the origin of opium by physical and chemical tests had reached a stage where the origin can in a substantial number of cases be determined by such tests with a reasonable degree of certainty.

260. The Commission reviewed the situation in the light of the sixteen opinions¹⁰⁰ received from twenty-three experts in this field. Many of the experts were of the opinion that opium research had developed to the point where origin could be determined with at least reasonable accuracy, and that the methods were ready for practical application; others, however, considered that this was not the case or that practical application should not be undertaken until the methods had attained complete reliability.

261. Some representatives pointed out that the experts had been far from unanimous in finding that the methods developed could determine origin in every case, and that consequently it could not be said that there was any wholly reliable scientific method of accomplishing this. One representative indicated that the margin of error might be as large as 20 per cent. Furthermore, there were numerous factors which might bring about differences in the composition of samples produced in the same region, e.g., differences of soil and different methods of harvesting and processing. On the other hand, opium produced in widely-separated regions had occasionally been found to have quite similar characteristics. The representative of India was of the opinion that at the present stage, although the different methods of analysis — namely physical and chemical analysis of the alkaloids, ash analysis and electrophoresis — could not be considered absolutely reliable, those methods taken in conjunction with external evidence such as packing material and routes of illicit traffickers could give useful indications of origin. He was convinced a reliable procedure would finally emerge.

262. Some other representatives, while agreeing that infallible methods of determining the origin of opium had not yet been developed and perhaps never could be, considered that it was now possible in most cases to make such determinations with a reasonable degree of accuracy. In view of the fact that an origin determination in no way involved a charge against a Government, but was intended to help it in its efforts to combat illicit traffic within its borders, it was felt that the present degree of reliability was sufficient for useful application. Moreover, it was pointed out that the longer the methods were not applied practically, the longer the illicit traffic in opium would continue unchecked with all the attendant consequences in suffering.

263. The representative of Mexico explained that his Government was exploring ways and means of overcoming a legal difficulty which prevented it from providing samples of opium produced illicitly in Mexico for the United Nations Opium Distribution Centre, where they would form part of the set of authenticated samples against which seized opioids of unknown origin are compared.

264. The Commission learned that as of 1 April 1956 the Secretariat had received authenticated samples from twelve countries as follows: Burma, China (including four samples from Northern China), France (for Laos and Viet-Nam, 1950), Greece, India, Iran, Japan, Korea,

Pakistan, Turkey, Viet-Nam (since 1950) and Yugoslavia; some of these countries had also sent other samples. In addition, the following sixteen countries had co-operated by sending samples other than authenticated samples: Australia, Denmark, Egypt, the Federal Republic of Germany, Guatemala, the Hashemite Kingdom of Jordan, Iraq, Israel, Italy, Lebanon, Mexico, Netherlands, Portugal (for Portuguese India), Thailand, the United Kingdom (for Singapore), and the United States. Two countries — France and the Federal Republic of Germany — had submitted samples of important seizures of illicit opium under the Commission's resolution referred to above.

265. It was generally agreed that research to improve methods for determining origin, including the methods of ash analysis and electrophoresis, as well as the chemical tests, should be continued and that the number of authenticated samples should be increased¹⁰¹.

266. The representative of Turkey suggested that it would be useful to convene a meeting of experts from the various countries to review and evaluate the research that had been done. This suggestion was generally supported, and a small group of representatives who were themselves experts were appointed to frame a more detailed proposal. The representatives of France, Greece, Poland, Turkey and the Rapporteur, the representative of Egypt, were members of this working party.

267. The working party submitted a draft statement to the Commission (E/CN.7/L.142) suggesting that the principal experts who had been developing techniques of assaying the alkaloids in opium and methods of identifying its origin should meet in order to assess their progress and to expedite the research. The meeting should consider four main points: (1) the establishment of a systematic scheme for obtaining and distributing opium samples; (2) the evaluation of the methods to be used for determining origin; (3) the organization of future research and the distribution of this work among the several experts; and (4) the preparation of a "draft code of reference" which would set forth a routine by which laboratories in the different countries could apply the methods developed.

268. The Commission considered the statement of the working party and certain other questions which arose in connexion with the calling of the meeting. It was proposed that the Commission should ask the experts to set up a systematic scheme for obtaining and distributing opium samples. Several representatives, however, expressed the opinion that the experts should be allowed to settle their own programme of work within very general terms of reference, and that the four points outlined should constitute a provisional agenda rather than instructions.

269. As regards the number of experts and the method of selection, the Commission was informed that at least thirty-five scientists had participated in the programme, and about twelve had made major contributions. Some representatives thought that a small meeting of five experts would be best, while others stated that all participants, or at least sixteen to twenty experts, should be invited. It was decided that the Secretary-General should, in consultation with the Chairman of the Commission,

¹⁰⁰ For the texts of these replies, see E/CN.7/312 and addenda.

¹⁰¹ See also para. 183.

select not more than fourteen leading experts, with due regard for adequate representation of the principal opium-producing and drug-manufacturing countries, and the main geographical regions of the world concerned.

270. Some representatives thought that the meeting should not be convened until after the Commission's next session, in order to enable the Secretary-General to make the necessary consultations and detailed preparations, and to give the participants adequate notice. The Commission, having regard to its over-all programme, decided that the meeting should take place in 1957 after its twelfth session. In the light of the experience of the Committee of Experts which had met in 1954, it was decided that the meeting should be held for two weeks.

271. A proposal was also made that a standing committee should be established to deal with questions which might arise in connexion with the organization of the meeting; other representatives thought, however, that it was not an opportune moment to create such a committee, and the proposal was not pursued.

Diacetylmorphine

272. At its 298th, 300th, 314th and 324th meetings, the Commission again considered the situation regarding diacetylmorphine (heroin).

273. Resolution III adopted by the Commission at its tenth session (E/2768/Rev.1, annex B) recommending the prohibition of the use, manufacture, import and export of diacetylmorphine, had gone further than the previous resolutions of the Sixth World Health Assembly¹⁰² and the Economic and Social Council (548 G (XVIII)), which had recommended that Governments prohibit the manufacture, import and export of this drug, thus permitting the use of existing stocks.

274. The Commission's discussion covered two main points: first, whether existing drug substitutes already justified the prohibition of diacetylmorphine; secondly, how far the above-mentioned resolutions had been implemented by national administrations.

275. The view was expressed by the representative of France at the 300th meeting that it was difficult to find other drugs of equally effective analgesic value, especially in the treatment of the terminal stages of cancer. It was therefore better to permit the judicious use of diacetylmorphine, the dangers of which were known, than to try new synthetic drugs, all the effects of which were not foreseeable.

276. Other representatives on the Commission, and the representative of WHO believed that diacetylmorphine could be replaced by other less dangerous products, although it was realized that to achieve the same therapeutic effect as that of diacetylmorphine it might sometimes be

necessary to use more than one drug and thus render treatment more complicated. However, the advantages of avoiding the great dangers of diacetylmorphine more than offset this practical difficulty.

277. The Commission reviewed statistics, estimates of requirements, policy declarations and legal information given by Governments to the Secretary-General (E/CN.7/306/Add.2) and noted with satisfaction that the great majority of Governments had either adopted the policy of prohibiting diacetylmorphine or taken measures to that end. While four countries¹⁰³ had expressly declared that they were not prepared, for the time being, to implement the above-mentioned resolutions, it appeared from information at the disposal of the Commission that ten others¹⁰⁴ still continued to permit diacetylmorphine. The Commission had no recent information regarding a number of other countries. There were, however, reasons to assume that the lack of consumption statistics over five years indicated that most, if not all of them, prohibited diacetylmorphine. In this connexion the representative of Egypt stated at the 300th meeting that in his country diacetylmorphine was not manufactured or imported, and that its use for medical purposes had been stopped.

278. The representative of the United Kingdom, referring to the situation in that country, stated that the import and export of diacetylmorphine was banned, but that there was a legal obstacle which prevented prohibition of its manufacture. There was no evidence that diacetylmorphine was diverted from licit manufacture. If such evidence came to light, no doubt the Government would take appropriate remedial measures¹⁰⁵.

279. The representative of the United States drew the attention of the Commission to the recent Italian legislation with respect to diacetylmorphine.

280. The Commission noted that Italy had, by decree of 14 March 1956, prohibited the manufacture, import and export of diacetylmorphine (E/CN.7/306/Add.2, p. 13). The Italian observer explained at the 314th meeting that, although the use of this drug had not yet been banned in that country, its distribution was strictly controlled and that only 3 kg. had been consumed in 1955, in order to relieve pain in advanced cases of tuberculosis and other diseases. He stated that present stocks in Italy amounted to 20 kg.

281. The Commission expressed its gratification that the Italian Government had acted so promptly in response to the wishes of the Economic and Social Council.

¹⁰³ Belgium, France, Monaco and the Netherlands.

¹⁰⁴ Albania, Denmark, Ecuador, Hungary, Ireland, Paraguay, Romania, Saudi Arabia, the United Kingdom and Uruguay. Of these countries, however, five (Denmark, Ecuador, Ireland, Monaco and Uruguay) had replied in the affirmative to the inquiry by WHO in 1953 as to whether they favoured dispensability of diacetylmorphine as a policy.

¹⁰⁵ See E/CN.7/SR.298, 300.

¹⁰² See *Official Records of the World Health Organization*, No. 48, resolution WHA 6.14.

THE PROBLEM OF CANNABIS¹⁰⁶

282. At its twentieth session, in resolution 588 C (XX) the Economic and Social Council had, on the recommendation of the Commission, urged the Governments of countries in which research to produce a narcotic-free strain of the cannabis plant was being conducted to lend it their support, and had also called the attention of other Governments concerned to the desirability of participating in that work. The Commission noted that an important study on the scope of the research which would be required to develop the narcotic-free plant had been prepared for the Bulletin on Narcotics by Dr. R. von Sengbusch of the Max-Planck Institute, one of the leading authorities in this field; but the study had reached the Secretariat too late to be considered during the session.

283. The possibility of replacing the cannabis plant by other fibre-producing plants serving similar industrial purposes was also discussed. The representatives of Poland, the Soviet Union and Yugoslavia and the observers for Hungary and Italy informed the Commission that the cannabis plant was grown in their countries for the production of hemp fibre and hemp seed but that there was no, or practically no, abuse of the narcotic drug cannabis. The opinion was expressed that in view of these facts the prohibition of the production of hemp fibre or its replacement by other fibre crops (which in several cases was impractical for climatic reasons) did not seem to be a very promising course.

284. The representatives of Poland and the Soviet Union and the observers for Hungary and Italy added that their Governments were either engaged in research on the cannabis plant or were prepared to co-operate in work undertaken by the United Nations in this field.

285. The representative of the United Kingdom informed the Commission that there had been only one case of illicit cultivation in his country and that the supplies of cannabis users came from abroad. He doubted whether the development of a resin-free strain of cannabis would help countries which produced hemp fibre industrially

and which also had a problem of addiction to cannabis, since it would be difficult both to control the seed used for cultivation and to eradicate wild growth.

286. The representatives of Canada and France considered that it might be worth while to develop a narcotic-free variety of the cannabis plant, but that consideration of the question might well be deferred until the next session in view of the further studies anticipated and the fact that there had been comparatively little time to study certain of the documents before the Commission, notably those relating to India and Morocco. The representatives of Egypt and Greece stressed the importance of this question for their countries.

287. With reference to the survey of the cannabis situation in the French Zone of Morocco, the representative of France wished to express his Government's gratitude to the Shereefian Government which, despite its present difficulties, had prepared this study. He pointed out that the cannabis plant was cultivated both for the fibre and for production of the narcotic *kif*. That drug was much used by addicts, particularly in the Spanish Zone, and traffic in it had been prohibited by a *dahir* of the Shereefian Government. It would, however, probably be difficult to combat habits that were deeply rooted in long-established use.

288. The Commission decided: (a) to place the problem of cannabis (as a whole) on the provisional agenda of its twelfth session; (b) to defer until that time consideration of the surveys on the situation in Angola, Brazil, India and the French Zone of Morocco (E/CN.7/286/Add.9, 8, 12 and 11); (c) to request the Secretariat to prepare similar surveys for Burma and Costa Rica in co-operation with the Governments concerned; and (d) to request the Secretariat to prepare a general document on the problem of cannabis which might serve as a basis for the Commission's discussion at the next session.

¹⁰⁶ See E/CN.7/SR.319 and 326.

CHAPTER VII

THE PROBLEM OF THE COCA LEAF

289. At its 318th and 329th meetings, the Commission discussed the progress made in the control of the production of coca leaf and of the habit of chewing the coca leaf in Peru¹⁰⁷. The representative of Peru recalled that, among the many measures taken by his Government in its efforts towards the gradual abolition of the chewing of the coca leaf, was the creation of the Coca Monopoly for the control of the cultivation of the coca bush and of the

production of the coca leaf. This monopoly also had the exclusive right to manufacture cocaine.

290. A survey of the area on which the coca bush was grown would be completed in the near future, and it was anticipated that a subsequent annual report of Peru would contain the latest figures. The Government of Peru also intended to ask, in its forthcoming population census, a question relating to the habit of chewing the coca leaf. This would enable figures to be provided when the tabulation had been completed of the number of coca chewers

¹⁰⁷ See E/NR.1954/Summary, paras. 557-569; E/NR.1951-1954/1.

by age, sex, degree of education and other data. At the same time, an agricultural census would be taken which would contain questions on the area of cultivation of the coca bush, by family group, and the number and productivity of plants.

291. Various social measures were being undertaken with a view to the gradual elimination of coca-leaf chewing. Health units had been established in the Cuzco and Puno areas, in which between 50 and 60 per cent of the coca leaf is produced, to carry out a full programme of public health, including health education. A programme of agricultural improvement had been organized with the co-operation of the Institute of Inter-American Affairs. In the rural indigenous communities of Vicos and Marcará a project in collaboration with Cornell University (New York State) was under way with a view to the adaptation of the indigenous population to the conditions of modern civilization and to the raising of their standard of living, which would involve a change in their habits, including that of coca-leaf chewing.

292. The exports of coca leaf had increased considerably during the year 1954, probably due to the fact that in the period 1951-1953 no crude cocaine had been manufactured in Peru, and in 1954, although the manufacture was resumed (by the Coca Monopoly), only 1 kg. of crude cocaine had been exported. Nevertheless, the Peruvian Government was making every endeavour to reduce its exports of coca leaf.

293. The Peruvian Government considered that the imports of coca leaf should be limited to the amounts needed for the manufacture of cocaine; or it might even be desirable to substitute the import of equivalent quantities of crude cocaine for that of coca leaf.

294. The representative of Peru stated that his Government did not authorize the export of coca leaves for the purpose of chewing. This applied also to the exports to Argentina, which have been authorized on the basis of import certificates issued by the Argentine Government stating that the coca leaves were intended for medical purposes.

295. It could be assumed that all the coca leaves produced in Peru which were neither exported nor used in the manufacture of crude cocaine were employed for chewing purposes.

296. The Chairman requested the representative of Peru to convey to his Government the Commission's thanks for its co-operation in the matter and its appreciation of the efforts made to solve the coca-leaf problem.

297. To facilitate a broader examination of the coca-leaf problem at its twelfth session, the Commission decided to invite observers from those countries not represented on the Commission which were interested in this matter, namely Argentina, Bolivia, Chile, Colombia, Ecuador and Indonesia.

CHAPTER VIII

THE PROBLEM OF SYNTHETIC NARCOTIC DRUGS¹⁰⁸

298. Since its first session in 1946, the Commission has been aware of and much concerned by the serious problems of control arising from the increased tempo of the development and entry into general medical use of new addiction-producing analgesics. In particular, it has recognized that the fact that most of these new drugs are not derived from agricultural products but are manufactured synthetically from readily available chemical raw materials had far-reaching implications for those whose task it is to ensure that they are used only for therapeutic purposes and not to produce addiction.

299. On the recommendation of the Commission and the Council, the General Assembly adopted, by resolution 211 (III) of 19 November 1948, a protocol making it possible to bring almost all narcotics under the same degree of international control as the opiates and coca-leaf derivatives. Since 1948, the Commission has recommended further measures dealing with the problem of new drugs, e.g., that all packages containing synthetic narcotics should be made identifiable by special markings¹⁰⁹, that the various interrelationships of the chemical, therapeutic and addiction-producing characteristics of narcotic drugs should be studied by WHO in consultation with the

United Nations Secretariat, that the Governments principally concerned should be invited to furnish statements on several aspects of control of synthetic narcotics¹¹⁰, that the manufacture, import and export of a particularly dangerous synthetic narcotic (ketobemidone) should be prohibited¹¹¹, that pending WHO's decision with regard to the dangers involved in their use, new drugs notified to the Secretary-General pursuant to article 1 of the 1948 Protocol should be both controlled at the national level and brought under the system of import certificates and export authorizations, that the desirability of controlling certain intermediary products used for the manufacture of synthetic narcotics should be studied by Governments¹¹², and that special provisions for dealing with synthetic narcotics should be included in the proposed Single Convention (E/2768/Rev.1, paras. 90-115).

300. At its present session the Commission discussed the third study on the relationship between analgesic action and addiction liability prepared by WHO under Council resolution 505 C (XVI), the date of the fourth

¹⁰⁸ *Ibid.*, Sixteenth Session, Supplement No. 4 (E/2423), para. 190, incorporated in Council resolution 505 C (XVI).

¹¹¹ See E/2606, para. 132, incorporated in Council resolution 548 H II (XVIII).

¹¹² See E/2606, para. 137, incorporated in Council resolution 548 H I (XVIII).

¹⁰⁹ See E/CN.7/SR.296-299, 305-309, 311, 314-316, 329 and 331.

¹⁰⁹ See *Official Records of the Economic and Social Council, Fourteenth Session, Supplement No. 8 (E/2219)*, para. 137, incorporated in Council resolution 436 G (XIV).

study, the desirability of recommending to Governments the prohibition of new narcotic drugs not indispensable to public health, and the question of what additional studies should be prepared in this field. Other questions relating to new drugs may be found elsewhere in the present report¹¹³.

Relationship between analgesic action and addiction liability, with a discussion of the chemical structure of addiction-producing substances

301. Representatives expressed deep interest in the study on this subject (E/CN.7/311) which, like the two previous studies on the chemical aspects of synthetic substances with morphine-like effects (E/CN.7/268) and the relationship between chemical structure and analgesic action of synthetic substances with morphine-like effect (E/CN.7/299) had been prepared by WHO in consultation with the United Nations Secretariat. A further study on the relative therapeutic advantages of natural and synthetic narcotic drugs will complete the series.

302. It was found that a general parallelism existed in the order of intensity of analgesic action and of production of physical dependence (addiction liability) for the morphine, morphinan, pethidine, hexamethylenimine, methadone, and dithienylbutenylamine derivatives. This parallelism may indicate a relationship between the two properties, but there are also important exceptions to the parallelism which suggest the possibility that they may be independent of one another. The exceptions include compounds which produce analgesic action of a higher order than the degree of physical dependence and others which do the reverse. There are still others in which analgesic action has been demonstrated but which seem to possess no addiction liability.

303. The study showed that the chemical features which the previous study found were possessed in common by morphine-like analgesic drugs were likewise considered to be characteristic of those compounds which produced morphine-like addiction. However, compounds possessing these chemical features may not be addiction-producing, and thus such chemical features cannot be taken as a basis for predicting this property.

304. The representative of WHO explained that the findings of this study did not permit the drawing of rigid conclusions but were promising enough to warrant further research in this field.

305. Several representatives on the Commission commented on the study. The belief was expressed that analgesic action and addiction liability were separate characteristics, and that a synthetic narcotic with optimum analgesic properties and practically no addiction-producing liability would be discovered; indeed some progress in that direction had already been made, but it had not yet been fully evaluated. On the other hand, it was pointed out that, as the authors themselves acknowledged, the comparison between the two factors had been carried out between sets of data which, strictly speaking, were not entirely comparable, since the data for analgesic action had been obtained from tests on mice and the data for addiction liability from experiments on human beings.

306. The Commission decided to note with appreciation the excellent work accomplished by the authors of the study — Dr. Nathan B. Eddy, Chief, Section on Analgesics, Laboratory of Chemistry, National Institute of Arthritis and Metabolic Diseases, Bethesda, Maryland, United States, Consultant, World Health Organization; Dr. H. Halbach, Chief, Addiction-Producing Drugs Section, WHO; and Mr. Olav J. Braenden, Division of Narcotic Drugs, United Nations, Geneva.

Date of the fourth study in the series prepared under paragraph 1 of Council resolution 505 C (XVI)

307. At its twentieth session, the Economic and Social Council in resolution 588 D II (XX) postponed action on a draft resolution recommended for the Council's adoption by the Commission at its tenth session (which, *inter alia*, would have recommended that Governments prohibit the production and use of such synthetic narcotic drugs as they did not consider indispensable to public health until the WHO studies in this field had been reviewed by the Commission. In view of the fact that the last of these studies, on the relative therapeutic advantages of the various synthetic and natural addiction-producing analgesics, had not yet been completed, several representatives expressed the hope that this work would be expedited as much as possible and that in any case it would be ready before the next session. The representatives of the Secretary-General and WHO said that, for the most part, the first three studies represented preparatory work for the last one; that a great deal of material had already been collected, and that it was hoped to complete the final stage of the last study in the series by the end of 1956.

The utilization of synthetic narcotics in medical practice

308. The Commission again considered the question of whether there should not be some limitation on the number of new addiction-producing analgesics in general medical use and, in particular, whether certain of these drugs which were not indispensable therapeutically should not be prohibited. Although it was recognized that action on the draft resolution to this effect which had been adopted by the Commission at its tenth session¹¹⁴ had been postponed by the Council until WHO had concluded its research, several representatives firmly believed that the problem was so serious and urgent that interim measures were required. Other representatives, however, doubted whether the dangers presented by synthetic narcotics were so serious at the present time and urged that the Commission should wait until the technical information at its disposal was more extensive before recommending to Governments measures which in many cases would require them to carry out far-reaching changes of policy.

309. Representatives supporting the prohibition of new addiction-producing drugs that were not indispensable for therapeutic purposes cited the following arguments: that physicians often only learned about the latest therapeutic discoveries from information obtained from drug manu-

¹¹³ See paras. 71-78, 141-142, 337-338.

¹¹⁴ E/2768/Rev.1, annex A, draft resolution III B.

facturers, who might try to persuade them that the product was far less dangerous than natural drugs such as morphine, diacetylmorphine, etc.; that, whereas formerly a new narcotic drug appeared on the market about once every ten years, now a number of new narcotic drugs were discovered every year, some of which were sold under as many as ten different names; that addiction developed insidiously, and it was generally too late to do anything by the time it was discovered; that it was impossible in practice to control the use of the raw materials from which synthetic narcotics were manufactured; that in the past most of the Commission's recommendations had related to natural and not to synthetic narcotic drugs; that some synthetic narcotics had greater addiction-producing properties than diacetylmorphine and that nearly half of them were more dangerous than morphine; that, although in relatively few cases synthetic drugs had been reported by Governments as having been found in the illicit traffic, it did not follow that the illicit traffic in synthetic narcotics was necessarily of little importance¹¹⁵; that the multiplication of narcotics having no special therapeutic values created more potential opportunities for addicts and illicit traffickers to procure supplies; and that funds for research in this field need not be derived from sales of synthetic narcotics.

310. Representatives opposing the prohibition of all new narcotic drugs not indispensable to public health, i.e., which have no specific value not obtainable from existing drugs, adduced the following reasons: that, far from turning to new analgesics precipitately, medical practitioners tended to trust those with which they were familiar, and the innate conservatism of the medical profession in fact restricted the use of new narcotics; that the term "indispensable", if interpreted literally, would hamper scientific and medical research; that the therapeutic value of a substance could sometimes be determined only after extended use and it would thus be difficult to decide at what point it could be authoritatively claimed that a new narcotic drug possessed no special therapeutic advantage; that the figures on narcotic seizures showed that only very small amounts of synthetic drugs had been found in the illicit traffic as compared with vast quantities of raw opium and natural alkaloids¹¹⁵; that it was easier to control a small number of factories manufacturing synthetic narcotics than thousands of farmers inhabiting large areas of land who cultivated the plants from which the natural narcotics were obtained; and that it was impossible to foresee the full effects of prohibiting a drug since new and valuable uses for it might be discovered at any time.

311. The majority of representatives were agreed that all new narcotic drugs, whether natural or synthetic, which were not indispensable to public health — that is, which had no specific medical value not obtainable from existing drugs — ought to be prohibited. The manufacture, distribution and use of all new narcotics for scientific and medical research, including controlled clinical experiments, should be exempted from any measures of prohibition.

312. Some representatives stressed their belief that it had never been the desire of the Commission, in recom-

mending at its tenth session draft resolution III B to the Council, to prohibit synthetic narcotics indispensable to public health (or used for controlled scientific or clinical experimentation); its intention had been to ensure that adequate controls were provided for all narcotic drugs liable to engender addiction.

313. The Commission decided, by 8 votes to 3, with 3 abstentions, in principle to consider a resolution embodying these ideas rather than to propose amendments to draft resolution III B which, it was pointed out, had been left in abeyance by the Council pending the completion of further technical studies.

314. The representative of India, who throughout the discussion had taken a middle ground, suggested a compromise solution and proposed that the Commission adopt a draft resolution (E/CN.7/L.134) which would invite Governments to alert the medical and allied professions to any special dangers to public health of any new narcotic drugs placed on the market; recommend that Governments prohibit except for medical or scientific research the manufacture, distribution and use of new narcotic drugs which were not indispensable to public health, i.e., which possessed no distinct medical value; urge Governments to encourage scientific research for developing analgesics with little or no addiction-producing properties; and urge Governments which had not yet done so to become parties to the 1948 Protocol.

315. The representative of Canada proposed (E/CN.7/L.135) that the operative paragraph recommending that Governments prohibit new narcotic drugs which were not indispensable to public health should be deleted and replaced by two new paragraphs by which the Commission would urge Governments both to watch the emergence of new narcotics to ensure that no new drug which might be addiction producing was placed on sale without being controlled, even though WHO might not have rendered an opinion upon its addiction-producing properties, and to prohibit the export of a drug to any country which had informed the Secretary-General that this should be done (providing, however, that a reasonable amount might be exported to such a country for medical and scientific needs on the formal request of the importing Government if the request were accompanied by an import certificate and named a government department as recipient of the consignment).

316. The representative of France stated that the amendment proposed by Canada was not incompatible with the Indian text and proposed that the Indian draft resolution should not be changed except by addition of the two paragraphs proposed by Canada. On the other hand, the opinion was expressed that the Canadian amendment represented an alternative approach to the question.

317. By 9 votes to 5, the Commission adopted the French proposal; and by 6 votes to 1, with 7 abstentions it adopted the Canadian amendment, as amended. The Commission also adopted minor oral amendments, proposed by the representatives of Egypt and the Soviet Union; it then adopted the amended Indian draft resolution by 9 votes to 4, with 1 abstention¹¹⁶.

318. The representative of Turkey pointed out that

¹¹⁶ For the text, see annex II, resolution III.

¹¹⁵ See annex, VII.

the status of draft resolution III B pending before the Council remained unchanged.

Programme of studies on synthetic and other new narcotic drugs

319. The opinion was expressed that the Commission's discussions would be facilitated if additional data on synthetic and other new narcotic drugs could be assembled and made available to the Commission in a background paper. Many official sources of information were already available to the Secretariat — including in particular annual reports, statistics and estimates — and where necessary, special requests might be addressed to Governments under Council resolution 246 B (IX).

320. A number of suggestions for studies were made in the discussion. One was for a series of country studies on synthetic and other new narcotic drugs of a type analogous to the studies on cannabis¹¹⁷. It was suggested that such studies might include, where available, information bearing on the questions whether addiction was in proportion to the use of a drug for medical purposes, and whether an increase in addiction in some countries was related to a more liberal policy of admitting or using new synthetic drugs. Detailed statistical studies by region,

¹¹⁷ See E/2423, para. 183.

product, and disease, and data on addiction, in the form of tables or even graphs, might also be contemplated.

321. It was pointed out at the 307th meeting that much of this ground lay in the field of competence of WHO; and that, if such studies in the field of WHO were to take priority over the studies relating to synthetic and natural drugs requested of WHO by the Council in resolution 505 C (XVI), which that organization was in course of carrying out, a Council resolution making the appropriate request to WHO would be required. It was also pointed out that the revised form of questionnaire for annual reports now in force contained a number of questions bearing on the proposed studies, and that, where in a position to do so, Governments might be expected to furnish the information concerned in their annual reports without special questionnaires.

322. The Commission decided (a) to request the Secretariat to prepare a basic document reflecting the world situation for the discussion of the subject at the next session of the Commission, summarizing and analysing the available material; (b) to consider and report on the formulation of a series of further studies in this field and, where possible within existing resources, to commence or make preparation for such studies. In this work the Secretariat would seek the continued collaboration of WHO and the Permanent Central Opium Board and Drug Supervisory Body.

CHAPTER IX

THE PROBLEM OF AMPHETAMINES¹¹⁸

323. In 1954, the WHO Expert Committee on Drugs Liable to Produce Addiction had recommended that Governments should provide for the dispensation of preparations of amphetamines and their derivatives only on prescription, and that each prescription should specify the number of times it might be refilled or repeated, and that a careful record should be kept of each prescription¹¹⁹.

324. In 1955, the Commission had discussed the possibility of including the amphetamines (such as B-phenylisopropylamine or 1-phenyl-2-aminopropane; B-phenylisopropyl-methylamine or 1-phenyl-2-methyl-aminopropane) and similar compounds producing like effects, among the drugs to be controlled under the proposed Single Convention, but it had felt that control measures at the national level, as recommended by WHO, would suffice for the time being since it could not be said that these drugs were addiction-producing in the same sense as morphine or cocaine (E/2768/Rev.1, para. 154).

325. Several representatives on the Commission drew attention to the serious nature of the problem: in Greece there had been some deaths resulting from the abuse of proprietary medicines containing amphetamines which were sold without any control in several countries, and in many areas amphetamine tablets were much in demand

by students preparing for examinations. Mention was also made of the grave abuse of amphetamines in Japan¹²⁰. It was noted that 500,000 to 600,000 persons, half of whom might be considered to be addicts, misuse drugs of this type in Japan.

326. Following a statistical inquiry, the Government of France had forbidden the uncontrolled sale of amphetamines. After 1945, in Poland, a problem in these drugs had arisen and had been solved in 1948 by requiring a medical prescription for their use and a register of the quantities dispensed to be kept by pharmacists. In Switzerland, as in other countries, a medical prescription, which was not renewable, was required to buy amphetamines.

327. The question was raised whether the Commission was competent to deal with the problem of amphetamines. However, it was pointed out that they were toxic and clearly detrimental to society and did, in some cases, engender physical dependence. It was mentioned that the expression "narcotic drugs" as used in the Commission's terms of reference (Council resolution 9 (I)) referred to drugs which fall under international control or should be placed under international control under the narcotics treaties. The groups of drugs falling at present under control include "narcotic drugs" in the narrow meaning of this term, some stimulants which produce physical

¹¹⁸ See E/CN.7/SR.311 and 330.

¹¹⁹ See *World Health Organization: Technical Report Series*, No. 76, p. 11.

¹²⁰ *Ibid.*, No. 102, pp. 14-21.

dependence as well as some drugs which do not, and, finally, drugs which are not dangerous by themselves but are convertible into such drugs. By virtue of article 10 of the 1925 Convention and article I of the 1948 Protocol, all substances having the same or similar ill-effects as the drugs already under international control may be placed under such control¹²¹. In view of these considerations,

¹²¹ Article 11 of the 1931 Convention permits extension of international control only to substances of closely defined chemical groups.

the Commission thought that the question of its jurisdiction did not arise.

328. The Commission, by 13 votes to none, adopted a resolution by which it took note of the dangers arising from the abuse of amphetamines and recommended that Governments should provide adequate measures of control to prevent such abuse¹²².

¹²² For the text, see annex II, resolution IV.

CHAPTER X

ABUSE OF DRUGS (DRUG ADDICTION)

329. Drug addiction¹²³ in the world, the reduction or elimination of which is the touchstone of the work on narcotics control as a whole, was shown to continue at a high level, according to the information supplied to the Commission. Statistics and estimates made available by Governments in 1954 in response to the new form of annual reports, although still far from fully adequate and comparable, provided fuller and more valuable information than heretofore. Authoritative inquiries and studies had also been made on national situations and problems, and included suggestions on how to overcome them.

330. Drug addicts in the world today still amount to many millions. Estimated figures for the number of addicts to opium, cannabis and coca leaf showed millions of addicts to each of these drugs, and addicts to manufactured drugs must be reckoned at least by hundreds of thousands.

331. The addicts in under-developed countries where opium, cannabis and coca leaf were produced were mainly addicted to those drugs. In neighbouring countries which did not cultivate the substances, the addiction pattern was mixed; there were signs of more addiction to morphine and diacetylmorphine (heroin), which were being increasingly manufactured near the sources of supply of the raw materials. Addiction in highly industrialized countries was almost entirely to manufactured drugs.

332. The Commission was particularly interested in new estimates for certain countries: Iran gave details of the situation in that country; Egypt reported 400,000 addicts to cannabis, 100,000 to opium and a further 500,000 on the way to becoming addicted to one or the other drug. In the Far East, Burma, Japan, Korea, the Federation of Malaya, Singapore, Thailand and Viet-Nam all showed high estimates. However, figures or estimates for many countries had not been given.

333. More countries¹²⁴ reported on available treatment facilities, but usually in little detail. Treatment centres opened in Rangoon and Singapore gave indications of initial success with simple methods, as had also been the

case in Iran. Hope was expressed that the results obtained in these centres would be communicated to the Commission in the future.

334. The Commission nevertheless had some encouraging information before it. In particular Iran, a country with more than a million addicts, had passed a law (E/NL.1956/1) banning all poppy cultivation and had enacted regulations (E/NL.1956/40) to provide free treatment for the addicts. The representative of Iran affirmed that international help would be needed for the successful implementation of this bold step.

335. It was suggested that one of the underlying causes of addiction to the black drugs might be misery and inadequate living standards; that a firm policy of reprobation on the part of Governments would alert the population, especially the younger groups, to the evil inherent in using these substances; and that successful control of the production of opium would inevitably cut down the amount entering the illicit traffic. However, it was pointed out that in two of the main producing countries, Turkey and India, addiction posed no serious problem, although the living conditions of the agricultural population were hard. In Turkey the percentage of drug addiction was 3.5 per 100,000 inhabitants, which was extremely significant in a country which was one of the largest producers. In India the stringent campaign for the reduction of the quasi-medical uses of opium was being pursued. A conference of narcotics control, customs and health officers from different parts of India would consider addiction to forms of cannabis in the near future.

336. Most of the more detailed figures available related to addiction to manufactured drugs, but there again it was hard to draw conclusions as the figures were not comparable. Graphs, prepared to show the percentage by age group of addiction to manufactured drugs in certain countries, showed interesting patterns, but raised, rather than answered, questions.

337. Concern was voiced by some representatives at what was considered to be a growing danger of addiction to synthetic narcotic drugs. The opinion of the WHO Expert Committee on Drugs Liable to Produce Addiction in its sixth report that "synthetic analgesic drugs differ from one another in addiction liability just as do drugs derived from natural substances such as opium; that

¹²³ See E/CN.7/SR.303-305 and 326; E/NL.1954/Summary, chapter VIII; E/NR.1954/Summary and Add.I, chapter X.

¹²⁴ China, Greece, Mexico, Poland, Turkey, the Soviet Union.

members of each class must be considered individually with respect to inherent risk and therapeutic advantage; and that the risk of addiction through the use of synthetic drugs is neither greater nor less than the risk encountered through the use of morphine, related opium alkaloids, or substances derived therefrom"¹²⁵ was thought by others to put the matter in the correct perspective.

338. In this connexion it was pointed out that, although control of the raw materials used in the synthesis of narcotics was extremely difficult, machinery to control these drugs was already in force under the provisions of the 1948 Protocol.

339. Strict control over prescriptions for narcotics and the use of counterfoil books had also proved to be a successful method of combating addiction.

340. The Commission, however, felt that it would facilitate discussion at the next session if the Secretariat were to prepare an analytical study of the material on addiction made available by Governments, including information regarding addiction to both natural and synthetic drugs.

341. The representatives of Canada and the United States reported on the national inquiries¹²⁶ carried out

¹²⁵ See *World Health Organization: Technical Report Series, No. 102*, pp. 5-6.

¹²⁶ Special Committee of the Senate on the Traffic of Narcotic Drugs in Canada; Committee of the Judiciary of the United States

in their countries. The number of addicts in the United States was estimated at 60,000 and in Canada at 3,300. Reports of addiction in young persons (that is, under eighteen years of age) had been somewhat exaggerated. It had proved to be almost non-existent in Canada and, in the United States, practically confined to a few big cities where, although the situation required watching, the number involved was relatively small. The recommendations made by the committees in both countries included stringent penalties for traffickers, adequate treatment facilities in closed institutions, and appropriate instruction of the medical and allied professions, after-care and rehabilitation. The concept of so-called clinics had been rejected by these committees as constituting an inadequate method of treatment for addicts.

342. The importance of rehabilitation and after-care was often stressed; addicts who have received only medical withdrawal treatment frequently fell into their old habits if employment, new interests and surroundings were not available to them. This course was being followed with success in the Soviet Union, which had analysed some 311 cases of addiction in that country.

343. The Commission was also informed of the intention of WHO to convene an expert group later in the year to consider the treatment of addicts in pursuance of the Council's request in its resolution 588 E (XX).

Senate on the Illicit Narcotics Traffic; United States Presidential Inter-Departmental Committee on Narcotics.

CHAPTER XI

TECHNICAL ASSISTANCE IN THE FIELD OF NARCOTICS CONTROL¹²⁷

344. The representative of Iran proposed a draft resolution (E/CN.7/L.139) under which (1) a special programme of technical assistance to assure the execution of the Iranian law banning the cultivation of the opium poppy would be established, for which a special fund would be earmarked in the regular programme of technical assistance of the United Nations, to be available to Iran for five years, (2) the kind of services to be rendered, to be determined by the Government of Iran, should be principally for introducing new crops to replace the opium poppy and for the treatment of addicts, (3) the specialized agencies would be recommended to continue their technical assistance activities to Iran, and (4) the hope would be expressed that Iran would succeed in accomplishing the task it had undertaken.

345. The representative of Iran said that this aid was requested to meet the unique situation in Iran. Iran had for a very long period been a large opium-producing country. The recent law (E/NL.1956/1) and regulations (E/NL.1956/40) banning the cultivation of the poppy in Iran would entail great loss and hardship for the cultivators. The change-over in the agricultural economy and the rehabilitation of the addicts would require enormous efforts on the part of all concerned. Over 12,000 hectares of poppy fields had, for instance, already been

ploughed under. Success could not be attained without international co-operation. Assistance was particularly required in order to develop substitute crops for the opium poppy and in connexion with the rehabilitation of addicts; though it should be realized that this assistance did not exhaust the kinds of aid that would be needed. Pending the establishment of such wider projects as the International Finance Corporation and the Special United Nations Fund for Economic Development, a special fund as proposed appeared to be the only certain way to provide this aid.

346. A wide measure of support was expressed for the draft resolution. A number of representatives stated that they recognized that the bold steps taken by the Iranian Government justified special assistance. Further, the action to be taken by Iran under the new law should remove an important source of supply for the international illicit traffic.

347. Several representatives, while expressing their sense of the importance and their appreciation of the steps being taken by the Iranian Government to ban opium production and their recognition of the role which might be played in the execution of that action by technical assistance, did not think that a resolution should be adopted at the current stage in the form presented. They pointed out that a new programme of technical assistance required very full consideration, at many levels, of its

¹²⁷ E/CN.7/SR.317, 318 and 328.

various implications, economic and otherwise. At the same time, they were in favour of giving urgent consideration to the possibilities of providing technical assistance in the field of narcotics control as a whole, and thought that the draft resolution in general terms submitted by Canada and the United States (E/CN.7/L.141) was the better approach to the question.

348. As regards the specific machinery proposed in the draft resolution, the Commission noted that, while several resolutions of the General Assembly or the Economic and Social Council specified individual countries which should receive favourable consideration in respect of certain forms of assistance¹²⁸, none of them required the earmarking of aid for a particular country, so that the resolution could constitute a precedent in that respect. Such an arrangement could affect the equitable allocation of funds within the technical assistance budget or budgets concerned. Also, while the draft resolution called for funds being made available for five years in the United Nations regular technical assistance programme, the United Nations operated normally on an annual budgetary system.

349. It was also pointed out that, while the draft resolution would authorize the Secretary-General to earmark funds from the United Nations budget, those funds were to be spent to a very large extent on activities (regarding substitute crops) which were within the competence of the Food and Agriculture Organization of the United Nations (FAO); other assistance mentioned was within the competence of WHO.

350. The majority of representatives felt that, while the form of the draft resolution and the machinery referred to in it would require recasting, that process could not, having regard to the complexity and ramifications of the existing technical assistance arrangements, be satisfactorily carried out by the Commission itself and should be done at the stage of the consideration of the proposal by the Economic and Social Council. It was therefore to be understood that in transmitting the draft resolution to the Council the Commission was endorsing it in principle, leaving the form of the arrangements to be considered by the appropriate organs of the United Nations, i.e., the Council and the General Assembly.

351. The draft resolution proposed by Iran was, on this basis, adopted by 11 votes to 3, with 1 abstention.

352. A draft resolution on technical assistance for narcotics control (E/CN.7/L.141) was submitted by Canada and the United States; this draft would (1) invite Governments to consider the possibility of applying — under existing technical assistance arrangements — for the following forms of assistance in the field of narcotics control; namely, advisory services of experts, fellowships, seminars, and laboratory services in connexion with the determination of the origin of narcotics found in the illicit traffic, by physical and chemical means; (2) request the Secretary-General to report to the Economic and Social Council and the Commission on the extent to which requests under existing resolutions were being met, and the possibilities of support for the

programme from non-governmental organizations, including foundations and universities; (3) request the Council to examine ways and means of achieving the objects of the resolution, namely, increasing the effectiveness of the provisions of the conventions for limiting the use of narcotic drugs to medical and scientific purposes, and for combating the illicit traffic; (4) recommend that the specialized agencies continue to develop their technical assistance activities to aid Member States in the field of narcotics control.

353. The sponsors of the draft resolution said that it drew attention to the responsibilities of the United Nations in the field of narcotics control, set out the existing resolutions under which technical assistance might be applied for, and invited the Council to consider how the objects of the draft resolution might best be achieved. Technical assistance was a tool that could be used in many ways to further the objects in view. The international arrangements for technical assistance were, however, inevitably very complex, and it was desirable that its application to narcotics control should be studied fully and carefully in order to assure the best arrangements. The Commission was a specialist body, and that examination could take place more effectively in the Economic and Social Council.

354. The representative of Canada made special reference to the scheme for the determination of the origin of opium with which his Government had been specially associated. The Commission was aware of the contribution in the field of research which Canada had made¹²⁹, and his Government had offered, through the United Nations Technical Assistance Administration, a programme of technical assistance for research and practical training on methods for determining the origin of narcotics found in the illicit traffic. Under this scheme, the services of Canadian scientists and laboratories were available free of charge for training scientists from other countries.

355. The scheme for the development of methods of determining origin as a whole had made good progress in many respects. The Commission had last year decided to invite Governments to use origin determinations of this kind in their reports under article 23 of the 1931 Convention, and to send samples for determination to the Secretariat for the same purpose; and the United Nations Narcotics Laboratory had been established. However, lack of technical assistance was holding up the wider application of these very desirable recommendations of the Commission. In addition to the training of scientists in the methods that had been developed, the Canadian Government had already suggested that the scientists actively engaged in such research should have an opportunity of meeting to discuss technical difficulties. It was realized that a very large number of applications for assistance for various economic and social projects were being made by Governments, and that applications relating to narcotics control would have to compete with them to receive the necessary priority from applicant Governments.

356. During the discussion, particular reference was made, as further instances of useful forms of technical

¹²⁸ Resolutions 323 (XI) and 436 (XIV) of the Economic and Social Council and 389 (V) and 652 (VII) of the General Assembly.

¹²⁹ See E/CN.7/SR.318.

assistance, to fellowships in methods of treatment and research in specialist institutions, such as the United States Public Health Service Hospital at Lexington, Kentucky, and to fellowships to be held in countries where methods

of control of manufacture, for instance, were particularly well organized.

357. The draft resolution was adopted, as proposed, unanimously.

CHAPTER XII

THE PROPOSED UNITED NATIONS MIDDLE EAST ANTI-NARCOTICS BUREAU OR AGENCY¹³⁰

358. In February 1954, the Secretariat-General of the League of Arab States informed the Secretary-General that the Permanent Anti-Narcotics Bureau of the League had proposed the establishment of a United Nations regional anti-narcotics bureau in the Middle East. This communication (E/CN.7/L.122) was brought to the attention of the members of the Commission at that time.

359. The representative of Egypt proposed, as an additional item for the provisional agenda of the Commission, that a regional bureau of the United Nations, with headquarters in Egypt, should be established. The object of the proposed bureau would be to keep the increasing abuse of narcotics in the Middle East under closer scrutiny, and to assist the local authorities in devising the best and most effective means of combating the illicit cultivation, manufacture and traffic in narcotic drugs and of suppressing addiction. If it were not possible to create such a bureau in its full form at present, it was hoped that the Commission might agree to the establishment of an agency with headquarters in Egypt and an agent for every country in the region, except Israel. It was envisaged that each agent would, in consultation with the Government of the country concerned, collect information, particularly on the sources of illicit narcotics and on their manufacture, and would, through the competent authorities, take such action as would suppress illicit activities in this field.

360. The representative of Egypt, in introducing his proposal, referred to the difficulties which the League was having in its efforts to control the ever-spreading use of narcotics in the Middle East. The appearance of clandestine factories for converting opium had led to a growing addiction to manufactured drugs in Lebanon and Syria, as the Committee on Illicit Traffic had been informed¹³¹. Throughout the Middle East, the narcotics problem had had adverse economic repercussions and was seriously endangering public health; and the establishment of either a United Nations bureau for the area or an international agency was urgently needed. In so far as the present relations between Israel and the members of the Arab League constituted a problem for the bureau or agency, that organ's relations with Israel might be conducted in a way similar to the Middle East regional arrangements of WHO, or alternatively, such relations might be conducted through the office located in Turkey.

361. The observer for Israel opposed both the form and substance of the proposal of the Arab League. He considered that the exclusion of Israel from a regional

group would extend to the field of narcotics control a blockade against his country which already existed in many other areas. Since allegations had been made that there were illicit narcotics factories in Israel, it could only be for political reasons that his country was being excluded. Furthermore, he expressed the opinion that there was no real need for the regional bureau, since direct co-operation between Governments and assistance from the United Nations and the ICPC were sufficient.

362. Many representatives expressed sympathy for the special difficulties faced by members of the League of Arab States and by Egypt, in particular, in their struggle against drug addiction. The Commission was also well aware that the representative of the League of Arab States participating in its proceedings — Major-General Abd el Aziz Safwat — had personally long borne a very heavy share of the burden of this struggle. The representative of China said that his Government had long felt the need for such regional action, and he drew attention to the recommendations which his Government had made on collective action against the illicit traffic¹³². The hope was expressed by the representative of the Soviet Union that, if it were decided to set up the bureau, it might be possible in due course to extend its scope.

363. It was, however, pointed out that to set up a series of offices in one region without doing the same for other regions where the narcotics problem was also very acute was hardly logical; that the Commission's long-established policy of concentrating its activities on legislative and policy problems might be affected; and that very complex constitutional problems as regards the working relationships between United Nations officials and the Governments concerned, and between the proposed regional part of the United Nations Secretariat and the central secretariat, would have to be studied and solved before a Middle Eastern bureau could function effectively.

364. Other representatives stated that the terms of reference of the proposed bureau had not yet been fully developed, and that they had no instructions on the matter, which involved a considerable expenditure of funds¹³³. It was suggested that the sponsor of the proposal should circulate a memorandum to the members of the Commission, describing fully its proposed functions, method of operation, and relationship to the Governments in the region.

365. The Commission decided, by 10 votes to none, with 5 abstentions, to defer further consideration of this item until its twelfth session.

¹³⁰ See E/CN.7/SR.328 and 331.

¹³¹ See para. 145.

¹³² See E/NR.1954/Summary, paras. 1217-1223.

¹³³ See E/CN.7/L.121/Add.1.

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.)

1. The Commission decided to recommend that the Council adopt the following draft resolutions:

I. INTERNATIONAL CONTROL OF NARCOTICS AND IMPLEMENTATION OF THE TREATIES

A

The Economic and Social Council,

Recalling its resolution 548 H (XVIII) calling upon all States to 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,

Invites the Government of the Federal Republic of Germany to adhere to the Protocol of 1948 in accordance with paragraph 1 of article 5 of the said Protocol.

(II, para. 28)

B

The Economic and Social Council,

Considering the magnitude of the illicit traffic in narcotic drugs,

Recalling that the considerable production of opium has long been regarded as one of the principal causes of this traffic,

Considering that the application of the provisions of the Protocol signed at New York on 23 June 1953 would constitute an important step forward in limiting the production and use of opium to medical and scientific purposes,

Invites those States which have not already ratified this Protocol to do so immediately so that it will enter into force as quickly as possible.

(II, para. 34)

C

The Economic and Social Council,

Recalling that under article 21 of the 1931 Convention parties are required to communicate to one another, through the Secretary-General, their national laws and regulations,

Recalling at the same time its resolution 557 A (XVIII) on the limitation of documentation,

1. *Invites* Governments to communicate these laws and regulations promptly;

2. *Requests* the Secretary-General:

a) To circulate annually to Governments a cumulative multipurpose index relating to these laws and regulations;

b) To prepare a summary annual tabulation for the Commission on Narcotic Drugs on changes in the scope of control contained in the laws and regulations;

c) To prepare, as the need arises, summaries, analyses or studies of the material contained in the laws and regulations relating to particular aspects of international control;

d) To prepare, in the light of the above, a summary of laws and regulations every five years in lieu of the annual summary authorized by its resolution 49 (IV) of 28 March 1947.

(II, para. 57)

II. SPECIAL TECHNICAL ASSISTANCE FOR IRAN

The Economic and Social Council

Recommends to the General Assembly for adoption the following draft resolution:

The General Assembly,

“Considering that Iran is an important opium producing country, and, in order to assure the execution of the law banning cultivation of the opium poppy, requires increased technical assistance in enabling its cultivators to introduce other agricultural crops to replace opium poppy plantation, and also in respect of the treatment of addicts,

“Recognizing that the success of Iran in these fields cannot be accomplished without international co-operation,

“Recognizing that technical assistance is a useful means for assuring the execution of the recent Iranian law mentioned above,

“Recalling Economic and Social Council resolution 548 E (XVIII) of 12 July 1954, recommending that the technical assistance services of the United Nations and the specialized agencies give due consideration to any request which the countries concerned may make for assistance in developing their administrative or social measures,

“Considering that the specialized agencies, particularly the World Health Organization and the Food and

Agriculture Organization of the United Nations, by virtue of their regular programmes of technical assistance, are able to render valuable services in these fields,

1. *Decides* to establish a special programme of technical assistance for Iran to be known as special advisory aid to Iran to assure the execution of the law banning cultivation of the opium poppy;

2. *Authorizes* the Secretary-General:

a) To earmark a special fund for aid to Iran from the regular programme of technical assistance;

b) Such fund should be available for aid to Iran for a period of five years;

c) The kind of services to be rendered shall be determined by the Government of Iran and should be principally for introducing new crops to replace the opium poppy and for the treatment of addicts;

d) The amount of assistance shall be decided by the Secretary-General with due regard to the request of Iran;

e) The experts should be selected by the Secretary-General on the basis of proposals received from the Government of Iran;

3. *Requests* the Secretary-General to report regularly to the Economic and Social Council and to the Commission on Narcotic Drugs on the measures which he takes in compliance with the terms of this resolution;

4. *Recommends* that the specialized agencies continue their technical assistance activities to Iran;

5. *Expresses* the hope that Iran will succeed in accomplishing the task which it has undertaken.”

(XI, para. 351)

2. The Commission addressed the following resolutions to the Council:

TECHNICAL ASSISTANCE FOR NARCOTICS CONTROL

The Commission on Narcotic Drugs,

Considering that the United Nations exercises certain responsibilities of supervision over the application of the multilateral conventions dealing with narcotic drugs, and that the World Health Organization also has important responsibilities under these conventions,

Recognizing that technical assistance, by the exchange of technical knowledge between countries, provides a useful means of increasing the effectiveness of the provisions of these conventions for limiting the use of narcotic drugs to medical and scientific purposes, and for combating the illicit traffic,

Recalling Economic and Social Council resolution 548 E (XVIII) of 12 July 1954 recommending that the technical assistance services of the United Nations and the specialized agencies give due consideration to any requests which the countries concerned may make for assistance in developing appropriate administrative or social measures for the gradual suppression of the habit of coca chewing or for other remedial measures,

Recalling that the Commission on Narcotic Drugs has recommended to Governments that, with respect to im-

portant seizures of opium made in the illicit traffic, the reports which they are obligated to make under article 23 of the 1931 Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs should include determinations of the origin of the opium ascertained by physical and chemical methods, and has invited them to consider setting up their own facilities for making such determinations in conjunction with the United Nations Narcotics Laboratory,

Taking account of the arrangements previously established by the General Assembly concerning the programmes of technical assistance and the advisory services of the United Nations in its resolutions 200 (III) (Technical assistance for economic development), 246 (III) (International facilities for the promotion of training in public administration), and 418 (V) (Advisory social welfare services), as amended by subsequent resolutions of the General Assembly¹,

Considering that the specialized agencies, particularly the World Health Organization and the Food and Agriculture Organization of the United Nations, within their competence and by virtue of their regular programmes of technical assistance, are able to render important services to their members in this field, and that certain other organizations are also so equipped,

1. *Invites* Governments to consider the possibility of applying, under existing arrangements concerned with technical assistance, for the following forms of assistance in the field of narcotics control:

a) Advisory services of experts,

b) Fellowships and scholarships,

c) Seminars,

d) Laboratory services in connexion with the determination of the origin of narcotics found in the illicit traffic, by physical and chemical means;

2. *Requests* the Secretary-General to report to the Economic and Social Council and to the Commission on Narcotic Drugs at subsequent sessions concerning the extent to which he has been able to meet requests for technical assistance in narcotics control under existing resolutions;

3. *Requests* the Economic and Social Council to examine ways and means of achieving the objectives of this resolution in the light of the report of the eleventh session of the Commission on Narcotic Drugs and of the Secretary-General's report referred to in the previous paragraph;

4. *Recommends* that the specialized agencies continue to develop their technical assistance activities with a view to aiding Member States in the field of narcotics control;

5. *Expresses* the hope that non-governmental organizations, including foundations and universities, will support

¹ Amending resolutions: 304 (IV) (Expanded programme of technical assistance for economic development of under-developed countries), 305 (IV) (Technical assistance for economic development under General Assembly resolution 200 (III)), 518 (VI) (Technical assistance activities under General Assembly resolutions 200 (III), 246 (III) and 418 (V)), 519 (VI) (Expanded Programme of Technical Assistance for the economic development of under-developed countries), 723 (VIII) (Technical assistance in public administration), and 831 (IX) (Programmes of technical assistance).

Continuing projects

technical assistance for narcotics control according to their fields of interest, and *requests* the Secretary-General to investigate the possibilities of such support and to report thereon to the Commission and the Council.

(XI, para. 357)

The Commission on Narcotic Drugs,

Noting that rule 3 of the rules of procedure of the functional commissions of the Economic and Social Council indicates that Commissions may express their wishes regarding the place at which subsequent sessions will be held,

Recalling that certain members of the Commission have considered that the transfer of the Division of Narcotic Drugs to Geneva would not preclude the holding of occasional sessions of the Commission away from its headquarters,

Recommends to the Economic and Social Council that the twelfth session of the Commission be held in New York, and in so doing expresses the hope that the Council will take the necessary steps to this end.

(I, para. 25)

3. The Commission decided to recommend the following order of priority in the field of narcotic drugs:

FIRST PART

*Continuing functions**First priority*

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

First priority

- b) Drug addiction
c) The problem of synthetic 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*

Second priority

- h) Narcotics bibliography

*Ad hoc projects**First priority*

- i) The proposed Single Convention
j) International non-proprietary names
k) The problem of barbiturates
l) The problem of khat

Low priority

- m) Commentary on the 1953 Protocol.

(I, para. 22)

ANNEX II

Resolutions adopted by the Commission

I. INTERNATIONAL CONTROL OF NARCOTICS AND IMPLEMENTATION OF THE TREATIES

The Commission on Narcotic Drugs,

Having regard to the danger that any system of control may become inadequate if it degenerates into mere routine,

Being aware of the difficulties of constantly maintaining an effective supervision of the manufacture of opium alkaloids,

Considering that the improvement of scientific techniques may be expected further to complicate the process of control,

Recalling that the League of Nations recommended limitation of the number of firms permitted to manufacture opium alkaloids,

Invites the Governments of countries where opium alkaloids are manufactured:

a) To review their arrangements for preventing the possibility of diversion of legally manufactured drugs into the illicit traffic;

b) Unless they have already recently 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;

c) To limit to the strictly necessary minimum the number of firms in the country permitted to extract morphine from opium and to manufacture its salts and derivatives;

d) To control with particular care the output of morphine and of drugs derived from morphine.

(V, para. 258)

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

A

The Commission on Narcotic Drugs,

1. *Recognizes* the justice of Afghanistan's claim to be included among the countries which may produce opium for export;

2. *Requests* the Secretary-General to revise article 33, paragraph 1 (a), of the second draft of the Single Con-

vention (E/CN.7/AC.3/7) so as to include Afghanistan among the Parties authorized to produce opium for export.

(V, para. 250)

B

The Commission on Narcotic Drugs,

Having regard to the application of the International Opium Convention signed at The Hague on 23 January 1912, the International Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs signed at Geneva on 13 July 1931 and the Protocol of 1946 amending the Agreements, Conventions and Protocols on Narcotic Drugs signed at Lake Success on 11 December 1946, to all of which Afghanistan is a Party;

1. *Requests the Government of Afghanistan to furnish to the appropriate organs for the international control of narcotic drugs:*

a) Annual reports for the years 1953-1955, and thereafter annually, in accordance with article 21 of the 1931 Convention;

b) Reports on important cases of illicit traffic in accordance with article 23 of the 1931 Convention;

c) Estimates and statistics in accordance with article 21 of the 1912 Convention and articles 2, 13 and 22 of the 1931 Convention.

2. *Welcomes the decision of the Government of Afghanistan to accede to the International Convention Relating to Dangerous Drugs signed at Geneva on 19 February 1925, as amended by the 1946 Protocol.*

(V, para. 252)

III. THE PROBLEM OF SYNTHETIC NARCOTIC DRUGS

The Commission on Narcotic Drugs,

Having noted the third study on synthetic substances with morphine-like effect ("Relationship between Analgesic Action and Addiction Liability, with a Discussion of the Chemical Structure of Addiction-Producing Substances"²) prepared by the World Health Organization in consultation with the Secretariat of the United Nations under resolution 505 C (XVI) of the Economic and Social Council, and expressing its appreciation of the great value of this work,

Considering that the continually increasing number of new narcotic drugs, both of synthetic and natural origin, raises increasingly difficult problems of control and constitutes a danger to public health,

Taking note that not all such new drugs have therapeutic values which are not obtainable from drugs already in use,

Being aware that scientific progress must not be hampered or impeded by any measures which Governments may take to deal with this problem,

Without wishing to anticipate the need for further measures which may have to be taken in the light of the findings of the further study being carried out by the World Health Organization in accordance with the above-mentioned resolution,

Considering the urgent need of dealing promptly with this problem of new drugs,

Recalling resolution 548 H (XVIII) of the Council

recommending that Governments adhere to the 1948 Protocol,

1. *Invites Governments to make the medical and allied professions aware of the special dangers to public health, if any, of any new narcotic drugs which may be placed on the market;*

2. *Urges Governments to pay special attention to the emergence of new narcotic drugs and to ensure that no new drug which is, or seems likely to be, addiction-producing is permitted to be placed on sale without control, even though the World Health Organization may not have pronounced upon its addiction-producing quality;*

3. *Urges Governments to prohibit the export of any particular drug to any country which has notified its desire through the Secretary-General of the United Nations that this should be done, provided that a reasonable amount may be exported to that country for medical and scientific needs on the formal request of the importing Governments if the request is accompanied by an import certificate and names a government department as the recipient of the consignment;*

4. *Recommends that Governments prohibit, except for medical or scientific research including controlled clinical experiments, the production, distribution and use of such new narcotic drugs as in their opinion are not indispensable to public health, i.e., have no specific medical value not obtainable from existing drugs;*

5. *Urges Governments to encourage scientists the world over to continue their research for analgesics free from addiction-producing properties,*

6. *Again urges Governments which have not already done so to adhere to the 1948 Protocol.*

(VIII, para. 317)

IV. THE AMPHETAMINES PROBLEM

The Commission on Narcotic Drugs,

Recalling the discussions at its preceding sessions on the dangers of stimulating amines or amphetamines or phenamines (such as those of the type: β -phenylisopropylamine or 1-phenyl-2-aminopropane; β -phenylisopropylmethylamine or 1-phenyl-2-methyl-aminopropane),

Considering the increase in cases of poisoning brought about by amphetamines in many parts of the world, and the number of accidents and even deaths due to the abuse of amphetamine-base proprietary medicines for obesity,

Considering the serious consequences of the abuse of stimulating amines,

Considering the psychic troubles caused by these drugs, and that they possess properties which make them analogous to addiction-producing substances,

Considering that whereas in some countries these drugs have already been submitted to a special control, in others they are sold without control,

1. *Takes note of the dangers arising from the abuse of such drugs of the amphetamine or related groups as are liable to have similar dangerous ill-effects;*

2. *Recommends that Governments should provide adequate measures of control for the prevention of the abuse of these drugs.*

(IX, para. 328)

² Bulletin of the World Health Organization (1956), 14, pp. 353-402.

ANNEX III

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

(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.7/305 and the supplementary items 14 (The creation of a regional bureau of the United Nations with a headquarters office in Egypt and a branch office in every country of the Middle East) and 15 (The problem of amphetamines) in document E/CN.7/L.120.

(I, para. 18)

2. To adopt its report of the Economic and Social Council on the eleventh session.

(I, para. 18)

3. That the items listed in paragraph 23 should be placed on its provisional agenda for the twelfth session.

(I, para. 23)

4. To indicate its intention of inviting observers from States not members of the Commission to participate in its deliberations on certain items, as set forth in paragraph 24.

(I, para. 24)

5. That in future the chapter on illicit traffic in the *Summary of Annual Reports of Governments* should not include all the material relating to the penultimate year, most of which the Commission would have already considered at its previous session, but only modifications, revised totals of seizures, etc., contained in the full annual reports. Any further chapter on illicit traffic received after the session should be issued in the same documents series as those received in time.

(II, para. 41)

6. To note that a number of countries and territories³ had not, up to 18 May 1956, submitted annual reports for the three years 1952, 1953 and 1954 and to request the Secretariat to urge them to contribute to the work of international control of narcotic drugs by sending annual reports to the Secretary-General.

(II, para. 42)

7. To take note of the *Summary of Annual Reports of Governments for 1954* (E/NR.1954/Summary).

(II, para. 43)

8. To take note of the *Annual Summary of Laws and Regulations Relating to the Control of Narcotic Drugs — 1954* (E/NL.1954/Summary).

(II, para. 52)

9. To request the Secretariat to explore, in consultation with the World Health Organization and other technical bodies concerned, the possibility of evolving an alternative or supplementary system of designating new narcotic drugs more simply and more speedily than at present.

(II, para. 65)

10. To approve the Secretary-General's arrangements (i.e., which should facilitate consideration by the Universal Postal Congress in 1957 of amendments to the postal treaties ensuring that the term "stupéfiants" as used in these treaties is identical with the term "narcotic drugs falling under international control" and in which the Secretary-General raised no objection to the suggestion of the International Bureau that the proposed provisions relating to the prohibition of international shipment of narcotic drugs to post office boxes and banks should not only be incorporated in the Single Convention on Narcotic Drugs but also in the postal treaties) with the International Bureau of the Universal Postal Union.

(II, para. 70)

11. To draw the attention of Governments to the dangers that might arise from failure to place levallorphan under international control, and to recommend that Governments take steps to guard against the illicit manufacture of levorphan whenever levallorphan is manufactured.

(II, para. 74)

12. To request the Secretary-General to bring to the attention of Governments the views of the World Health Organization Expert Committee on Drugs Liable to Produce Addiction regarding the particularly dangerous properties of 3-hydroxy-N-phenethylmorphinan and the desirability of avoiding its manufacture, import and export, unless it could be shown to have a definite therapeutic advantage.

(II, paras. 76-78)

13. a) That Governments should be requested to comply with the provisions of article 20 of the 1931 Convention in respect of changes in the manufacture of drugs;

b) That the records of the discussions concerning the question of the number of firms licensed to manufacture drugs should be brought to the attention of the Governments particularly concerned.

(II, para. 84)

14. To express its satisfaction at the continuing high quality and usefulness of the *Bulletin on Narcotics*, and the particular contributions received from Canada, France, India and the United States.

(II, para. 87)

15. To express its appreciation of the great contribution made by the Permanent Central Opium Board and the Drug Supervisory Body in the control of narcotic drugs.

(II, para. 90)

16. a) To continue the practice of the Illicit Traffic Committee meeting three working days in advance of the Commission;

b) To nominate the following countries to be represented on the Committee in 1957: Canada, Egypt, India, Iran, Mexico, Turkey, the United Kingdom of Great Britain

³ See annex VI.

and Northern Ireland and the United States of America;
and

c) To express its sincere hope that a representative of the Permanent Anti-Narcotics Bureau of the League of Arab States would be able to attend regularly in future, as well as a representative of the International Criminal Police Commission.

(III, paras. 94-96)

17. To request that its sympathy be conveyed to the Government of the Union of South Africa and to the families of the five enforcement officers recently killed in endeavours to suppress the growth of cannabis.

(III, para. 140)

18. a) To express its appreciation of the vigorous action taken by the Lebanese preventive authorities against the illicit traffic;

b) In order to assist the discussions on illicit traffic, to request the Secretary-General to send invitations to the Governments of the Hashemite Kingdom of Jordan, Israel, Lebanon and Syria, in order that in 1957 observers acquainted with, and having direct knowledge of, the illicit traffic in their respective countries should attend the meetings of the Committee on Illicit Traffic and the appropriate meetings of the Commission itself.

(III, para. 152)

19. a) To note with sympathy the difficult position of the Government of Thailand and to express its appreciation of that Government's determination to combat the illicit traffic;

b) In order to assist the discussions on illicit traffic, to request the Secretary-General to send invitations to the Governments of Burma, Cambodia, Laos and Thailand in order that in 1957 observers acquainted with, and having direct knowledge of, the illicit traffic in their respective countries should attend the meetings of the Committee on Illicit Traffic and the appropriate meetings of the Commission itself.

(III, para. 163)

20. That a close watch should be kept on developments in Iran and that the situation in that country should be the subject of a special review at the Commission's twelfth session.

(III, para. 167)

21. To request the Secretary-General to draw the attention of Governments to the need for clearly indicating, as far as possible, the penalties imposed both in seizure reports and in annual reports made pursuant to articles 23 and 21 of the 1931 Convention, respectively.

(III, para. 176)

22. To request the Secretary-General to draw the attention of Governments to the need to ensure close liaison between the different services of the national administration entrusted with the control and supervision of narcotic drugs.

(III, para. 177)

23. To request the Secretary-General to draw the attention of Governments to the need for direct exchange of information relating to the illicit traffic between the

authorities of countries concerned and to the facilities for the rapid exchange and dissemination of information on a large scale available from the International Criminal Police Commission.

(III, para. 178)

24. To request the Secretary-General to draw the attention of the Governments concerned to the need for submitting reports on seizures currently throughout the year under article 23 of the 1931 Convention, and to request them to make every effort to transmit advance copies of the chapter of their annual reports dealing with the illicit traffic by 1 March of the following year.

(III, para. 179)

25. a) To remind Governments of their obligations as regards the reporting of origin of drugs seized in the illicit traffic in accordance with article 23 of the 1931 Convention, and of resolution VI adopted at its tenth session and to urge that they be fully implemented;

b) To urge Governments, in accordance with resolution I adopted at its tenth session, to submit samples of seized opium to the Secretary-General for analysis in order to make use of modern laboratory techniques to obtain a more accurate determination of the origin of the seized material.

(III, para. 183)

26. To take note with interest of a paper submitted by the representative of Greece on the control of acetic anhydride and to thank the Greek authorities for the information they had provided.

(III, paras. 185-186)

27. a) To convene a meeting of experts from the various countries concerned to review and evaluate the research regarding methods for the determination of the origin of opium;

b) That the Secretary-General should, in consultation with the Chairman of the Commission, select not more than fourteen leading experts, with due regard for adequate representation of the principal opium-producing and drug-manufacturing countries, and the main geographical regions of the world concerned;

c) That the meeting should take place in 1957 for two weeks after the Commission's twelfth session.

(V, paras. 266-270)

28. To express its gratification that the Italian Government had acted so promptly in response to the wishes of the Economic and Social Council in respect to diacetylmorphine.

(V, para. 281)

29. a) To place the problem of cannabis (as a whole) on the provisional agenda of its twelfth session;

b) To defer until that time consideration of the surveys on the situation in Angola, Brazil, India and the French Zone of Morocco (E/CN.7/286/Add. 9, 8, 12 and 11);

c) To request the Secretariat to prepare similar surveys for Burma and Costa Rica in co-operation with the Governments concerned; and

d) To request the Secretariat to prepare a general document on the problem of cannabis which might serve

as a basis for the Commission's discussion at the next session.

(VI, para. 288)

30. *a)* To request the representative of Peru to convey to his Government the Commission's thanks for its co-operation in the matter and its appreciation of the efforts made to solve the coca-leaf problem;

b) To invite to its twelfth session observers from those countries not represented on the Commission which were interested in this matter, namely, Argentina, Bolivia, Chile, Colombia, Ecuador and Indonesia.

(VII, paras. 296-297)

31. To note with appreciation the excellent work accomplished by the authors of the study "Synthetic Substances with Morphine-like Effect — Relationship between Analgesic Action and Addiction Liability, with a Discussion of the Chemical Structure of Addiction-Producing Substances" — Dr. Nathan B. Eddy, Chief, Section on Analgesics, Laboratory of Chemistry, National Institute of Arthritis and Metabolic Diseases, Bethesda, Maryland, United States, Consultant, World Health Organization; Dr. H. Halbach, Chief, Addiction-Producing

Drugs Section, World Health Organization; and Mr. Olav J. Braenden, United Nations Secretariat.

(VIII, para. 306)

32. *a)* To request the Secretariat to prepare a basic document reflecting the world situation for the discussion of the subject of synthetic narcotic drugs at the next session of the Commission, summarizing and analysing the available material;

b) To consider and report on the formulation of a series of further studies in this field and, where possible within existing resources, to commence or make preparation for such studies.

In this work the Secretariat would seek the continued collaboration of the World Health Organization and the Permanent Central Opium Board and Drug Supervisory Body.

(VIII, para. 322)

33. To request the Secretariat to prepare an analytical study of the material on addiction made available by Governments, including information regarding addiction to both natural and synthetic drugs.

(X, para. 340)

ANNEX IV

Decisions of the Commission affecting the text of the second draft of the Single Convention⁴

Paragraph reference number 175

It should be provided in article 21, paragraph 7, that the periodical statements of estimates be issued at least annually.

Paragraph reference number 424

The word "four" should be substituted for the word "three" in article 32, paragraph 2 (*d*); the square brackets and dots in this sub-paragraph should be deleted.

Paragraph reference number 428

Insert in article 33, paragraph 1 *a)*, "Afghanistan" before "Bulgaria"⁵.

Paragraph reference number 459

The square brackets in article 34, paragraph 6, reproduced under this paragraphs reference number should be deleted.

OTHER DECISIONS OF THE COMMISSION REGARDING THE SINGLE CONVENTION

The Commission decided:

1. To refer further consideration of the amendment procedure (section 48 of E/CN.7/AC.3/3 and article 57

⁴ E/CN.7/AC.3/7; the references in this annex relate to the paragraph reference numbers of this document and to the articles and paragraphs of the draft treaty reproduced in this document.

⁵ See E/CN.7/SR.313.

of E/CN.7/AC.3/7) to the proposed committee on the Single Convention, or to consider the matter itself at its twelfth session.

(IV, para. 206)

2. That the provisions incorporating the reservations on opium, coca leaves, cannabis and cannabis resin should for the moment be left as drafted in article 59 of document E/CN.7/AC.3/7. It held that the solution of the various difficult questions connected with the problem of reservations should be left to a more widely representative body, namely to the plenipotentiary conference which would be called to adopt the Single Convention.

(IV, para. 213)

3. That the Permanent Central Opium Board should be invited:

a) To prepare, in accordance with the relevant provisions of the second draft of the Single Convention, draft forms for estimates and statistical returns of poppy straw, coca leaves, cannabis and cannabis resin;

b) To request the Secretary-General to transmit these draft forms:

(i) Concerning poppy straw, to all Members of the United Nations and non-member States parties to at least one of the multilateral narcotics treaties;

(ii) Concerning coca leaves, to those countries in which the coca bush is known to grow; and

(iii) Concerning cannabis and cannabis resin, to all States concerned;

c) To ask the Governments indicated to furnish their observations on these draft forms; and that a compilation of the replies should be prepared for the Commission's consideration at its twelfth session. (IV, para. 226)

4. To extend the period during which governmental opium agencies would be required to take physical possession of opium crops to four months after the harvest. (IV, para. 237)

5. a) To transmit for comments the second draft of the Single Convention to the Governments which were represented on the Commission or whose representatives participated in the Commission's work on the Single Convention. The Governments should send the comments in time to reach the Secretary-General by 15 November 1956. The draft should be formally communicated for comments as early as possible, and in any case not later than 30 June 1956, together with the final summary records of the Commission's eleventh session dealing with the Single Convention;

b) To request the Secretariat to prepare as rapidly as possible an analytical compilation of those comments which it had received by 15 November 1956;

c) That a committee should be authorized to meet, in Geneva, between the eleventh and twelfth sessions, under rule 20 of the rules of procedure, if at all possible between 15 and 31 January 1957. This committee should convene for a period not exceeding four weeks to prepare, for the Commission's consideration at its twelfth session, a simplified draft, taking into consideration such comments of Governments as might have been received by the Secretary-General by 15 November 1956. It should be composed of:

(i) Canada; or as an alternative member, Mexico;

(ii) India and Turkey; or Yugoslavia as alternative member in place of either of them; and

(iii) United States of America and Union of Soviet Socialist Republics; or France as first, and Egypt as second, alternative member for either of them.

The Governments of these countries should be invited to inform the Secretary-General by 1 July 1956 whether they agreed to participate in the committee in their capacity as principal or alternative members, as the case might be. If it did not appear from the replies at the disposal of the Secretary-General by this date that the committee would be composed of five members (i.e., of five principal members or their respective alternatives) the proposal to authorize the meeting of the committee should be considered to have been withdrawn.

d) If, as outlined under c), five Governments have informed the Secretary-General by 1 July 1956 that they are willing to participate in the committee; to propose that the Council recommend to the General Assembly that the United Nations bear the travel and *per diem* expenses of the representatives of those Governments serving on the committee;

e) If the proposal to authorize the committee should be considered to have been withdrawn, as outlined under c), to recommend that the Council authorize the Commission to extend in 1957 its normal session of four weeks by a maximum of three more weeks. The Commission decided that it would devote to the Single Convention not only these three weeks but also a considerable part of its normal period of session.

(IV, para. 241)

ANNEX V

Financial implications of actions of the Commission ⁶

The financial implications of the proposals of the Commission regarding the following questions were contained in the documents indicated:

Paragraph 25	Venue of the 1957 session	E/2891/Add.1
Paragraph 241	Proposed committee on the Single Convention	E/2891/Add.1
Paragraph 241	Prolongation of the 1957 session as an alternative for the proposed committee	E/2891/Add.1
Paragraphs 266-270	Meeting of experts regarding methods for the determination of the origin of opium	E/2891/Add.2
Paragraph 351	Special technical assistance for Iran	E/2891/Add.2
Paragraph 357	Technical assistance for narcotics control	E/2891/Add.2

⁶ The financial implications of these recommendations in their later form, as adopted by the Economic and Social Council, are in documents E/2898/Add.1 and E/2921.

ANNEX VI

List of countries and territories not having submitted annual reports for the years 1952, 1953 and 1954, as of 18 May 1956

	AFRICA	
Liberia ⁷		
Libya ⁷		Tangier
	AMERICA	
Nicaragua		Uruguay
Paraguay		
	ASIA	
Afghanistan		Syria
Macao		Yemen ⁷
	EUROPE	
Bulgaria		Iceland ⁷
German Democratic Republic ⁷		

⁷ Not listed in document ST/LEG/3 as bound by the 1931 Convention.

ANNEX VII

Indications of origins and world totals of drugs seized

- I. Indications of origins of drugs seized in 1955 according to seizure reports received by the Secretariat up to 1 April 1956 ⁸.
- II. A. Regional world totals of drugs seized, 1950-1955.
B. World totals of seizures of drugs selected for certain years from 1931 to 1955.

⁸ *Note:* The information in these tables is obtained from seizure reports made under article 23 of the 1931 Convention, and attributions of origin are the responsibility of the reporting countries. It appears from some reports that attributions are sometimes made on incomplete evidence including the unsupported statements of traffickers. It also appears that it is rare for a reporting country to check an attribution with the Government of the country thought to be the country of origin.

I. INDICATIONS OF ORIGINS OF DRUGS SEIZED IN 1955 ACCORDING TO SEIZURE REPORTS
RECEIVED BY THE SECRETARIAT UP TO 1 APRIL 1956

(All figures expressed in kilogrammes)

A. RAW OPIUM

Country or territory reporting	Quantity seized		Countries reported as countries of origin or as suspected countries of origin			No information as to origin	
	No. of seizures reported	Quantity	Country	No. of seizures per country	Quantity	Quantity	No. of seizures
1. FAR EAST							
(1) Federation of Malaya	69	440.2892	Burma	1	43.545	344.941	66
			India	1	28.216		
			Thailand	1	23.5872		
(2) Hong Kong	31	701.266	India	2	138.3457	40.2843	16
			Thailand	12	522.1824		
			Pakistan	1	0.4536		
(3) India	37	1,619.3778	Iran	1	1.772	212.289	9
			India	27	1,405.3168		
(4) Indonesia	1	4.588				4.588	1
(5) Japan	9	3.194	Japan	3	0.896	2.298	6
(6) North Borneo ...	1	0.2798				0.2798	1
(7) Pakistan	6	190.7751	Iran	2	0.1749	190.6002	4
(8) Philippines	4	0.0032				0.0032	4
(9) Sarawak	1	21.470	Thailand	1	21.470		
(10) Singapore	61	2,073.8616	India	7	232.673	601.3367	31
			Iran	11	1,031.9221		
			Yunnan	9	150.7633		
			Burma	3	57.1665		
TOTAL	220	5,055.1047	India	37	1,804.5515	1,396.6202	138
			Iran	14	1,033.869		
			Thailand	14	567.2396		
			Yunnan	9	150.7633		
			Burma	4	100.7115		
			Japan	3	0.896		
			Pakistan	1	0.4536		
2. NEAR AND MIDDLE EAST							
(1) Aden	2	2.9484	Iran	1	0.9072	2.0412	1
(2) Egypt	16	75.296	Turkey	16	75.296		
(3) Turkey	8	166.560	Turkey	4	139.420	27.140	4
TOTAL	26	244.8044	Turkey	20	214.716	29.1812	5
			Iran	1	0.9072		
3. AFRICA							
(1) Algeria	3	4.560	Indo-China	1	0.350	4.210	2
(2) Madagascar	2	4.750				4.750	2
(3) Mauritius	5	21.2555	Middle East	1	21.150	0.0825	3
			Singapore	1	0.023		
TOTAL	10	30.5655	Middle East	1	21.150	9.0425	7
			Indo-China	1	0.350		
			Singapore	1	0.023		

Country or territory reporting	Quantity seized		Countries reported as countries of origin or as suspected countries of origin			No information as to origin	
	No. of seizures reported	Quantity	Country	No. of seizures per country	Quantity	Quantity	No. of seizures
4. EUROPE							
(1) France	8	24.300				24.300	8
(2) Italy	1	3.500				3.500	1
(3) Netherlands	5	11.1925 (+ 250 tablets)	India	1	1.1625	4.000	1
			Iran	2	6.030		
			Federal Republic of Germany ...	1	250 tablets		
(4) United Kingdom	6	12.7647	Iraq	1	6.8889	3.0403	3
			Iran	1	1.8149		
			Singapore	1	1.0206		
(5) Yugoslavia	1	5.000	Yugoslavia	1	5.000		
TOTAL	21	56.7572 (+ 250 tablets)	Iran	3	7.8449	34.8403	13
			Iraq	1	6.8889		
			Yugoslavia	1	5.000		
			India	1	1.1625		
			Singapore	1	1.0206		
			Federal Republic of Germany ...	1	250 tablets		
5. NORTH AMERICA							
(1) United States ...	7	7.2987	Turkey	1	2.070	2.8747	3
			Mexico	2	1.929		
			Lebanon	1	0.425		
6. OTHER REGIONS							
(1) Australia	11	6.8880	India	1	2.722	4.166	10
TOTALS	295	5,401.4185 (+ 250 tablets)	India	39	1,808.436	1,476.7249	176
			Iran	18	1,042.6211		
			Thailand	14	567.2396		
			Turkey	21	216.786		
			Yunnan	9	150.7633		
			Burma	4	100.7115		
			Middle East	1	21.150		
			Iraq	1	6.8889		
			Yugoslavia	1	5.000		
			Mexico	2	1.929		
			Singapore	2	1.0436		
			Japan	3	0.896		
			Pakistan	1	0.4536		
			Lebanon	1	0.425		
			Indo-China	1	0.350		
			Federal Republic of Germany ...	1	250 tablets		

B. PREPARED OPIUM

Country or territory reporting	Quantity seized		Countries reported as countries of origin or as suspected countries of origin			No information as to origin	
	No. of seizures reported	Quantity	Country	No. of seizures per country	Quantity	Quantity	No. of seizures
1. FAR EAST							
(1) Federation of Malaya	117	116.5749				116.5749	117
(2) Hong Kong	7	33.2131	India	1	0.0945	33.1186	6
(3) India	1	0.0816	India	1	0.0816		
(4) Indonesia	4	3.341	Singapore	1	0.350	2.991	3
(5) Japan	2	0.0065				0.0065	2
(6) North Borneo ...	1	0.4664				0.4664	1
(7) Sarawak	2	41.400	Thailand	2	41.400		
(8) Singapore	3	14.061				14.061	3
TOTAL	137	209.1445	Thailand	2	41.400	167.2184	132
			Singapore	1	0.350		
			India	2	0.1761		
2. NEAR AND MIDDLE EAST							
(1) Turkey	1	1.500	Turkey	1	1.500		
3. AFRICA							
(1) Mauritius	7	0.156	Mauritius	3	0.040		
(2) Réunion	1	0.200	Singapore	1	0.009	0.107	3
TOTAL	8	0.356	Mauritius	3	0.040	0.200	1
			Singapore	1	0.009	0.307	4
4. EUROPE							
(1) France	2	1.100				1.100	2
(2) United Kingdom	5	4.9622	Australia	1	3.9406	1.0086	3
TOTAL	7	6.0622	India	1	0.013		
			Australia	1	3.9406	2.1086	5
			India	1	0.013		
5. NORTH AMERICA							
(1) United States ...	12	7.9016	Mexico	8	7.7678	0.1338	4
6. OTHER REGIONS							
(1) Australia	8	14.7276				14.7276	8
TOTALS	173	239.6919	Thailand	2	41.400	184.4954	153
			Mexico	8	7.7678		
			Australia	1	3.9406		
			Turkey	1	1.500		
			Singapore	2	0.359		
			India	3	0.1891		
			Mauritius	3	0.040		

C. MORPHINE

Country or territory reporting	Quantity seized		Countries reported as countries of origin or as suspected countries of origin			No information as to origin	
	No. of seizures reported	Quantity	Country	No. of seizures per country	Quantity	Quantity	No. of seizures
1. FAR EAST							
(1) Federation of Malaya	1	4.8762				4.8762	1
(2) Hong Kong	10	33.904	Thailand	3	20.736	13.168	7
(3) India	1	0.4536	India	1	0.4536		
(4) Japan	15	0.205	Japan	8	0.122	0.083	7
(5) Philippines	1	traces				traces	1
(6) Singapore	2	0.8011				0.8011	2
TOTAL	30	40.2399	Thailand	3	20.736	18.9283	18
			India	1	0.4536		
			Japan	8	0.122		
2. EUROPE							
(1) Netherlands	1	608 ampoules	Federal Republic of Germany (U.K. Army Store 1945-1947)	1	608 ampoules		
3. NORTH AMERICA							
(1) Canada	3	0.0008 (+ 15 tablets)	Canada	2	0.0008 (+ 12 tablets)		
			Federal Republic of Germany ...	1	3 tablets	0.025	1
(2) Mexico	1	0.025				1.700	1
(3) United States ...	3	1.758	Mexico	2	0.058	1.725	2
TOTAL	7	1.7838 (+ 15 tablets)	Mexico	2	0.058		
			Canada	2	0.0008 (+ 12 tablets)		
			Federal Republic of Germany ...	1	3 tablets		
4. OTHER REGIONS							
(1) Australia	1	3 ampoules	Australia	1	3 ampoules		
TOTALS	39	42.0237 (+ 611 ampoules and 15 tablets)	Thailand	3	20.736	20.6533	20
			India	1	0.4536		
			Japan	8	0.122		
			Mexico	2	0.058		
			Canada	2	0.0008 (+ 12 tablets)		
			Federal Republic of Germany	2	608 ampoules and 3 tablets		
			Australia	1	3 ampoules		

D. DIACETYLMORPHINE

Country or territory reporting	Quantity seized		Countries reported as countries of origin or as suspected countries of origin			No information as to origin	
	No. of seizures reported	Quantity	Country	No. of seizures per country	Quantity	Quantity	No. of seizures
1. FAR EAST							
(1) Hong Kong	19	78.2139	Hong Kong	1	0.630	77.2938	17
			Thailand	1	0.2901		
(2) Japan	240	10.952	Hong Kong	1	2.1784	8.3736	238
			Ryukyu Islands...	1	0.400		
(3) Philippines	1	0.0129				0.0129	1
TOTAL	260	89.1788	Hong Kong	2	2.8084	85.6803	256
			Ryukyu Islands...	1	0.400		
			Thailand	1	0.2901		
2. NEAR AND MIDDLE EAST							
(1) Israel	1	0.3025	France	1	0.3025		
3. AFRICA							
(1) Algeria	1	0.014				0.014	1
(2) Tunisia	3	0.350				0.350	3
TOTAL	4	0.364				0.364	4
4. EUROPE							
(1) France	1	0.140				0.140	1
5. NORTH AMERICA							
(1) Canada	16	14.1365 (+ 389 capsules)	Federal Republic of Germany ...	1	0.6237	13.5122 (+ 389 capsules)	14
			Canada	1	0.0006		
(2) United States ...	49	34.294	People's Republic of China	1	1.7293	0.1089	3
			Mexico	36	1.859		
			Hong Kong	1	2.070		
			Lebanon	6	5.6768		
			France	2	22.850		
TOTAL	65	48.4305 (+ 389 capsules)	France	2	22.850	13.6211 (+ 389 capsules)	17
			Lebanon	6	5.6768		
			Hong Kong	1	2.070		
			Mexico	36	1.859		
			People's Republic of China	1	1.7293		
			Federal Republic of Germany ...	1	0.6237		
			Canada	1	0.0006		
TOTALS	331	138.4158 (+ 389 capsules)	France	3	23.1525	99.8054 (+ 389 capsules)	278
			Lebanon	6	5.6768		
			Hong Kong	3	4.8784		
			Mexico	36	1.859		
			People's Republic of China	1	1.7293		
			Federal Republic of Germany ...	1	0.6237		
			Ryukyu Islands...	1	0.400		
			Thailand	1	0.2901		
			Canada	1	0.0006		

E. COCAINE

Country or territory reporting	Quantity seized		Countries reported as countries of origin or as suspected countries of origin			No information as to origin	
	No. of seizures reported	Quantity	Country	No. of seizures per country	Quantity	Quantity	No. of seizures
1. FAR EAST							
(1) India	2	0.7723	India	1	0.1063	0.666	1
(2) Japan	7	0.0803	Japan	1	0.0002	0.0801	6
TOTAL	9	0.8526	India	1	0.1063		
			Japan	1	0.0002	0.7461	7
2. EUROPE							
(1) Belgium	1	0.001				0.001	1
3. NORTH AMERICA							
(1) Canada	1	0.0071	Canada	1	0.0071		
(2) United States ...	2	4.1391	Bolivia	2	4.1391		
TOTAL	3	4.1462	Bolivia	2	4.1391		
			Canada	1	0.0071		
TOTALS	13	4.9998	Bolivia	2	4.1391	0.7471	8
			India	1	0.1063		
			Canada	1	0.0071		
			Japan	1	0.0002		

F. CANNABIS

Country or territory reporting	Quantity seized		Countries reported as countries of origin or as suspected countries of origin			No information as to origin	
	No. of seizures reported	Quantity	Country	No. of seizures per country	Quantity	Quantity	No. of seizures
1. FAR EAST							
(1) Federation of Malaya	21	137.1047				137.1047	21
(2) India	11	1,216.086	Nepal	5	782.886	302.560	5
			India	1	130.640		
(3) Japan	16	1.992	Japan	2	0.080	1.912	14
(4) Pakistan	1	0.4664				0.4664	1
(5) Singapore	5	23.3774	Indonesia	1	18.1437	5.2337	4
TOTAL	54	1,379.0265	Nepal	5	782.886	447.2768	45
			India	1	130.640		
			Indonesia	1	18.1437		
			Japan	2	0.080		
2. NEAR AND MIDDLE EAST							
(1) Cyprus	1	6.250				6.250	1
(2) Egypt	14	74.102	Israel or Lebanon	14	74.102		
(3) Israel	5	402.757	Lebanon	4	401.687		
			Syria or Lebanon	1	1.070		
(4) Turkey	4	19.207	Turkey	2	13.407	5.800	2
TOTAL	24	502.316	Lebanon	4	401.687	12.050	3
			Israel or Lebanon	14	74.102		
			Turkey	2	13.407		
			Syria or Lebanon	1	1.070		

Country or territory reporting	Quantity seized		Countries reported as countries of origin or as suspected countries of origin			No information as to origin	
	No. of seizures reported	Quantity	Country	No. of seizures per country	Quantity	Quantity	No. of seizures
3. AFRICA							
(1) Algeria	4	235.420	Spanish Morocco	3	229.000	6.420	1
(2) Mauritius	66	3.411	Mauritius	66	3.411		
TOTAL	70	238.831	Spanish Morocco	3	229.000	6.420	1
			Mauritius	66	3.411		
4. EUROPE							
(1) France	2	62.205				62.205	2
(2) Italy	1	1.200				1.200	1
(3) United Kingdom	40	91.559	Burma	3	25.486	65.837	34
			Portuguese East Africa	2	0.2358		
			Union of South Africa	1	0.0002		
TOTAL	43	154.964	Burma	3	25.486	129.242	37
			Portuguese East Africa	2	0.2358		
			Union of South Africa	1	0.0002		
5. NORTH AMERICA							
(1) Canada	3	0.026 (+ 50 cigarettes)	Jamaica	1	0.026	50 cigarettes	1
			British West Indies	1	not stated		
(2) Netherlands Antilles	2	0.571	Colombia	2	0.571		
(3) United States ...	47	761.478	Mexico	46	727.4586		
			Lebanon	1	34.0194		
TOTAL	52	762.075 (+ 50 cigarettes)	Mexico	46	727.4586	50 cigarettes	1
			Lebanon	1	34.0194		
			Colombia	2	0.571		
			Jamaica	1	0.026		
			British West Indies	1	—		
TOTALS	217	3,037.2125 (+ 50 cigarettes)	Nepal	5	782.886	594.9888	87
			Mexico	46	727.4586	(+ 50 cigarettes)	
			Lebanon	5	435.7064		
			Spanish Morocco	3	229.000		
			India	1	130.640		
			Israel or Lebanon	14	74.102		
			Burma	3	25.486		
			Indonesia	1	18.1437		
			Turkey	2	13.407		
			Mauritius	66	3.411		
			Syria or Lebanon	1	1.070		
			Colombia	2	0.571		
			Portuguese East Africa	2	0.2358		
			Japan	2	0.080		
			Jamaica	1	0.026		
			Union of South Africa	1	0.0002		
			British West Indies	1	—		

G. SYNTHETIC DRUGS

Country or territory reporting	Quantity seized		Countries reported as countries of origin or as suspected countries of origin			No information as to origin	
	No. of seizures reported	Quantity	Country	No. of seizures per country	Quantity	Quantity	No. of seizures
1. FAR EAST							
(1) Japan	40	0.3021 (29,792 ampoules) (1240 cc. solution)	Japan	40	0.3021 (29,792 ampoules) (1240 cc. solution)		
2. NORTH AMERICA							
(1) United States ...	1	0.0008	Mexico	1	0.0008		
3. OTHER REGIONS							
(1) Australia	1	6 ampoules	Australia	1	6 ampoules		
TOTALS	42	0.3029 (29,798 ampoules) (1240 cc. solution)	Japan	40	0.3021 (29,792 ampoules) (1240 cc. solution)		
			Mexico	1	0.0008		
			Australia	1	6 ampoules		

II. A. REGIONAL WORLD TOTALS OF DRUGS SEIZED, 1950-1955

(as contained in the annual reports of Governments submitted under article 21 of the 1931 Convention)

(All totals are expressed in kilogrammes)

	<i>Far East</i>	<i>Near and Middle East</i>	<i>Africa</i>	<i>Europe</i>	<i>North America</i>	<i>Other regions</i>	<i>World total</i>
RAW OPIUM							
1950	42,754.391	11,538.015	13.078	249.803	48.601	10.570	54,614.458
1951	37,770.311	8,470.310	4.372	455.050	88.610	21.295	46,809.948
1952	41,942.047	11,815.465	17.273	99.278	250.060	14.315	54,138.438
1953	34,237.264	12,437.199	12.591	370.202	27.557	93.573	47,178.386
1954	23,524.160	14,696.336	54.388	78.762	95.140	40.758	38,489.544
1955 ^a	42,420.997	6,460.812	25.932	68.862	116.187	12.421	49,105.211
PREPARED OPIUM							
1950	2,567.616	1,721.550	1.132	5.227	26.178	23.517	4,345.220
1951	2,373.881	1,639.896	18.737	12.850	15.850	11.247	4,072.461
1952	605.062	768.090	0.945	20.086	109.115	5.862	1,509.160
1953	1,099.108	1,724.884	0.355	5.889	69.801	20.431	2,920.468
1954	592.675	2,918.881	0.420	24.800	97.566	9.587	3,643.329
1955 ^a	1,504.499	13.400	0.370	7.100	15.747	10.314	1,551.430
MORPHINE							
1950	21.594	—	—	18.343	1.903	0.055	41.895
1951	34.730	16.777	0.015	4.063	2.327	0.013	57.925
1952	266.897	11.733	—	28.658	3.100	0.401	310.789
1953	50.516	3.550	—	62.178	1.988	0.007	118.239
1954	58.184	15.352	—	4.801	1.076	0.049	79.462
1955 ^a	119.804	73.540	—	0.590	3.452	—	197.386
				(+ 88 ampoules and 169 tablets)			(+ 88 ampoules and 169 tablets)
DIACETYLMORPHINE							
1950	30.529	25.021	—	2.359	22.457	—	80.366
1951	27.240	57.440	1.413	5.673	28.870	—	120.636
1952	10.157	1.149	3.210	33.750	67.161	—	115.427
1953	32.440	5.582	6.660	40.948	68.665	—	154.295
1954	51.902	1.683	2.212	1.093	51.651	0.056	108.597
1955 ^a	41.440	4.103	0.355	12.435	85.151	0.002	143.486
COCAINE							
1950	5.267	0.356	—	3.339	2.678	—	11.640
1951	2.523	5.147	—	2.562	7.178	—	17.410
1952	0.974	0.005	0.370	1.477	2.510	0.007	5.343
1953	1.273	0.045	—	2.376	3.443	—	7.137
1954	1.342	0.368	—	0.057	14.414	0.050	16.231
1955 ^a	1.638	1.565	—	0.450	6.576	—	10.229
CANNABIS							
1950	9,395.222	18,330.198	103,625.724	173.619	2,010.039	0.835	133,535.637
1951	15,797.130	14,105.246	204,385.811	239.639	2,532.716	2.106	237,062.648
1952	21,613.991	15,649.888	257,247.074	3,505.610	2,594.717	0.002	300,611.282
1953	24,418.102	3,404.100	405,600.459	634.366	2,097.752	0.057	436,154.836
1954	23,371.830	7,034.504	124,209.280	1,525.293	5,182.893	0.320	161,324.120
1955 ^a	15,955.078	10,046.829	1,251,535.491	242.868	11,274.090	0.239	1,289,054.595
SYNTHETIC DRUGS							
1950	—	—	—	—	—	—	—
1951	—	—	—	0.100	0.011	—	0.111
1952	—	—	—	—	0.012	—	0.012
1953	—	—	—	1.337	0.013	0.006	1.356
1954	1.357	—	—	0.630	0.198	0.046	2.231
	(+ 42,878 ampoules)			(+ 155 ampoules)			(+ 44,033 ampoules)
1955 ^a	0.710	—	—	0.012	—	—	0.722
				(+ 95 ampoules and 29 tablets)			(+ 95 ampoules and 29 tablets)

^a Totals for 1955 are provisional.

**II. B. WORLD TOTALS OF SEIZURES OF DRUGS SELECTED FOR CERTAIN
YEARS FROM 1931 TO 1955**

(as contained in the annual reports of Governments)

(All totals are expressed in kilogrammes)

<i>Year</i>	<i>Raw opium</i>	<i>Prepared opium</i>	<i>Morphine</i>	<i>Diacetyl-morphine</i>	<i>Cocaine</i>	<i>Cannabis</i>	<i>Synthetic drugs</i>
1931	48,392	7,179	1,354	943	70	20,888	—
1932	19,676	27,463	831	251	111	26,681	—
1936	124,497	18,063	393	867	97	16,283	—
1946	22,413	5,191	40	27	24	24,411	—
1947	18,389	3,862	274	107	21	18,891	—
1948	17,948	4,572	26	36	175	81,675	—
1949	20,503	8,237	18	77	25	39,141	—
1950	54,614	4,345	41,895	80,366	11,640	133,536	—
1951	46,810	4,072	57,925	120,636	17,440	237,063	0.111
1952	54,138	1,509	310,789	115,427	5,343	300,611	0.012
1953	47,178	2,920	118,239	154,295	7,137	436,155	1.356
1954	38,489	3,643	79,462	108,597	16,231	161,324	2.231
1955 ^a	49,105 (+ 250 tablets)	1,551	197,386 (+ 88 ampoules and 169 tablets)	143,486	10,229	(+ 44,033 ampoules) 1,289,055	0.722 (+ 95 ampoules and 29 tablets)

^a Totals for 1955 are provisional.

ANNEX VIII

List of countries, parties to the 1931 Convention, from which neither seizure reports nor advance chapters XI of annual reports for 1955 had been received up to 18 May 1956

Afghanistan	Cuba	Nicaragua
Argentina	Ecuador	Panama
Brazil	Ethiopia	Paraguay
Bulgaria	Guatemala	Peru
Ceylon	Honduras	Poland
Chile	Hungary	Saudi Arabia
Colombia	Laos	Syria
Costa Rica		

ANNEX IX

List of documents relevant to the report of the Commission

<i>Chapters</i>	<i>Documents</i>
I. ORGANIZATIONAL MATTERS	
Representation at the session	
Opening and duration of the session	
Election of officers	
Adoption of the agenda	Eleventh session provisional agenda: E/CN.7/305 and Add. 1 and 2
	Additional items submitted by Egypt: E/CN.7/L.120
Review of programme of work and priorities	Programme priorities: Note by the Secretary-General: E/CN.7/L.128
	E/CN.7/L.131 and Add.1-37
Adoption of the report of the Commission to the Economic and Social Council on its eleventh session	Note by the Secretariat: E/CN.7/L.140
Organization of the twelfth session of the Commission	Draft resolution submitted by the United States of America: E/CN.7/L.143
Place of the twelfth session of the Commission	Statement of financial implications under rule 28 of the rules of procedure: E/CN.7/L.143/Add.1
II. IMPLEMENTATION OF THE TREATIES AND INTERNATIONAL CONTROL	
Report of the Division of Narcotic Drugs	Report of the Division of Narcotic Drugs: E/CN.7/306 and Add.1, E/CN.7/306/Add.3 and Corr. 1
Sixth Report of the Expert Committee on Drugs Liable to Produce Addiction	<i>World Health Organization: Technical Report Series, No. 102</i> ; E/CN.7/313
1953 Opium Protocol	Draft resolution submitted by France, India and United States of America: E/CN.7/L.126
Annual reports of Governments	<i>Summary of Annual Reports of Governments for 1954</i> (containing information from annual reports received up to 1 October 1955): E/NR.1954/Summary. United Nations publication, Sales No.: 1956.XI.2
	Annual reports for 1954 received up to 1 March 1956: E/NR.1954/Summary/Add.1
	Annual report of Peru: E/NR.1951-1954/1
National laws and regulations	<i>Annual Summary of Laws and Regulations Relating to the Control of Narcotic Drugs — 1954</i> : E/NL.1954/Summary. United Nations publication, Sales No.: 1956.XI.3
	Draft resolution submitted by Canada: E/CN.7/L.130
Report of the Permanent Central Opium Board	<i>Report to the Economic and Social Council on the Work of the Board in 1955</i> : E/OB/11 and Addendum. United Nations publication, Sales No.: 1955.XI.4 and Add.
Statement by the Drug Supervisory Body on estimated world requirements of narcotic drugs in 1956	<i>Estimated World Requirements of Narcotic Drugs in 1956</i> : E/DSB/13. United Nations publication, Sales No.: 1955.XI.3
The question of official forms for the prescription of narcotics	Information transmitted by Turkey: E/CN.7/L.133
The problem of khat	Communication from the representative of Egypt: E/CN.7/L.123
III. ILLICIT TRAFFIC	
Reports on the illicit traffic in 1955	Review of the illicit traffic in narcotics during 1955: E/CN.7/309 and Add.1-3

III. ILLICIT TRAFFIC (*continued*)

Acetic anhydride

Memorandum by the International Criminal Police Commission on the illicit traffic in 1955: E/CN.7/310
 Chapters XI of annual reports for 1955: E/CN.7/R.5 and Add.1-44
 Summaries of reports on illicit transactions and seizures: E/NS.1955/Summaries 3-12; E/NS.1956/Summaries 1-3
 Report of the Committee on Illicit Traffic: E/CN.7/L.129 and Add.1
 Information transmitted by the representative of Greece: E/CN.7/L.124

IV. THE PROPOSED SINGLE CONVENTION ON NARCOTIC DRUGS

Draft of the Single Convention: E/CN.7/AC.3/3. United Nations publication, Sales No.: 1951.XI.13
 Commentary on the draft: E/CN.7/AC.3/4/Rev.1
 Observations of the members of the Commission and of the Permanent Central Opium Board and Drug Supervisory Body on the draft Single Convention: E/CN.7/AC.3/5, and Corr.1; E/CN.7/AC.3/5/Add.1
 Redraft of articles 2-13 of the Single Convention: E/CN.7/AC.3/6 and Add.1
 The Single Convention - second draft: E/CN.7/AC.3/7
 Report of the Division of Narcotic Drugs: E/CN.7/306 and Add.1, chapter V
 Comments by Governments on sections 48 and 50: E/CN.7/308 and Add.1 and 2
 Draft provisions regarding synthetic drugs: working paper by the Secretary-General: E/CN.7/L.85 and Corr.1
 Comments of Permanent Central Opium Board and Drug Supervisory Body on estimates and statistics: E/CN.7/L.119

V. OPIUM AND OPIATES

Request of Afghanistan to be recognized as a State producing opium for export

Report of the Division of Narcotic Drugs: E/CN.7/306, chapter II

Draft resolution submitted by India: E/CN.7/L.136

Draft resolution submitted by Iran: E/CN.7/L.137

Draft resolution submitted by Canada: E/CN.7/L.138

The question of opium residues

Communication from members of the Commission on Narcotic Drugs: E/CN.7/307

Control of manufacturers of opium alkaloids

Draft resolution submitted by Canada, France and Yugoslavia: E/CN.7/L.127

Scientific research on opium

Report of the Division of Narcotic Drugs: E/CN.7/306 and Add.1, chapter VI

Commission resolution B.I./1955: views of participating scientists: E/CN.7/312 and Add.1 and 2

Draft plan for a meeting of experts on scientific research for the identification of opium: note by the representatives of France, Greece, Poland and Turkey: E/CN.7/L.142

Financial implications: E/CN.7/L.142/Add.1

Diacetylmorphine

Report of the Division of Narcotic Drugs: E/CN.7/306/Add.2

VI. THE PROBLEM OF CANNABIS

Surveys of the cannabis situation in Brazil, Angola, the French Zone of Morocco and India: E/CN.7/286/Add.8 and 9, 11 and 12

Replies of Governments regarding Council resolution 548 F (XVIII) and regarding the Commission's decision, *Official Records of the Economic and Social Council, Eighteenth Session, Supplement No. 8 (E/2606)*, annex B, para. 20: E/CN.7/298/Add.1-5

Chemical and Physical Methods of Analysis of Cannabis Resin by C. G. Farmilo: E/CN.7/304

Report of the Division of Narcotic Drugs: E/CN.7/306 and Add.1, chapter VII

Replies of Governments to Council resolution 588 C (XX): E/CN.7/314 and Add.1

Annual Summary of Laws and Regulations — 1954: E/NL.1954/Summary, paras. 8.347-8.350; 8.852-8.860; 8.873

Summary of Annual Reports of Governments for 1954: E/NR.1954/Summary, and Add.1, chapter VIII

VII. THE PROBLEM OF THE COCA LEAF

Report of the Division of Narcotic Drugs: E/CN.7/306 and Add.1, chapter VIII

Annual Summary of Laws and Regulations — 1954: E/NL.1954/Summary, paras. 8.343-8.346

Summary of Annual Reports of Governments for 1954: E/NR.1954/Summary, and Add.1, chapter VII

Annual report of Peru: E/NR.1951-1954/1

VIII. THE PROBLEM OF SYNTHETIC NARCOTIC DRUGS

Report of the Division of Narcotic Drugs: E/CN.7/306 and Add.1, chapter IX

Synthetic Substances with Morphine-like Effect: Relationship between Analgesic Action and Addiction Liability, with a Discussion of the Chemical Structure of Addiction-Producing Substances (study prepared by the World Health Organization in consultation with the United Nations Secretariat): E/CN.7/311

Draft resolution submitted by India: E/CN.7/L.134

Amendment submitted by Canada to document E/CN.7/L.134: E/CN.7/L.135

Annual Summary of Laws and Regulations — 1954: E/NL.1954/Summary, paras. 8.162-8.335, 8.391-8.395

Summary of Annual Reports of Governments for 1954: E/NR.1954/Summary, and Add.1, chapter IX

IX. THE PROBLEM OF AMPHETAMINES

Sixth Report of the Expert Committee on Drugs Liable to Produce Addiction

World Health Organization: Technical Report Series, No. 102; E/CN.7/313

Draft resolution submitted by Egypt and Greece: E/CN.7/L.132

X. ABUSE OF DRUGS (DRUG ADDICTION)

Report of the Division of Narcotic Drugs: E/CN.7/306 and Add.1, chapter X

Annual Summary of Laws and Regulations — 1954: E/NL.1954/Summary, paras. 8.829-8.849

Summary of Annual Reports of Governments for 1954: E/NR.1954/Summary and Add.1, chapter X

XI. TECHNICAL ASSISTANCE IN THE FIELD OF NARCOTICS CONTROL

Draft resolution submitted by Canada: E/CN.7/L.125
(withdrawn)

Draft resolution submitted by Iran: E/CN.7/L.139

Draft resolution submitted by Canada and United States of America: E/CN.7/L.141

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

Note by the representative of Egypt: E/CN.7/L.121

Financial estimate: E/CN.7/L.121/Add.1

Communication from the League of Arab States: E/CN.7/L.122

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