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UNITED NATIONS

COMMISSION ON NARCOTIC DRUGS

REPORT ON THE FIFTEENTH SESSION

(25 APRIL — 13 MAY 1960)

ECONOMIC AND SOCIAL COUNCIL

OFFICIAL RECORDS : THIRTIETH SESSION

SUPPLEMENT No. 9

GENEVA

CONTENTS

Chapter	Paragraphs	Page
I. ORGANIZATIONAL AND ADMINISTRATIVE MATTERS	1-23	1
Representation at the session	1-14	1
Opening and duration of the session	15-16	2
Election of officers	17	2
Adoption of the agenda	18	2
Report of the Commission to the Economic and Social Council on its fifteenth session	19	3
Organization of the sixteenth session of the Commission	20-23	3
II. PLACE OF MEETING OF THE SIXTEENTH SESSION OF THE COMMISSION	24	3
III. IMPLEMENTATION OF THE TREATIES AND INTERNATIONAL CONTROL	25-69	4
Report of the Division of Narcotic Drugs	25-26	4
List of drugs under international control	27-28	4
Ratifications, acceptances, accessions and declarations concerning the multilateral treaties on narcotic drugs	29-32	4
Annual reports of Governments made in pursuance of article 21 of the 1931 Convention	33-38	4
Manufacture of narcotic drugs	39-40	5
List of national authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs	41	5
National laws and regulations communicated under the international treaties on narcotic drugs	42-45	5
Report of the Permanent Central Opium Board and Statement of the Drug Supervisory Body	46-50	6
Decision to place a new synthetic drug under provisional international control pursuant to article 2 of the 1948 Protocol	51-53	7
Middle East Narcotics Survey Mission	54-65	7
The proposed Single Convention on Narcotic Drugs	66-69	10

(continued on page iii of cover)

NOTE

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

E/3385
E/CN.7/395



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ABBREVIATIONS

The following abbreviations are used throughout the text :

Abbreviation	Full title	Abbreviation	Full title
DSB	Drug Supervisory Body	1936 Convention	Convention for the suppression of the illicit traffic in dangerous drugs, signed at Geneva on 26 June 1936, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946
PCOB	Permanent Central Opium Board	1946 Protocol	Protocol amending the Agreements, Conventions and Protocols on Narcotic Drugs concluded at The Hague on 23 January 1912, at Geneva on 11 February 1925 and 19 February 1925 and 13 July 1931, at Bangkok on 27 November 1931, and at Geneva on 26 June 1936, signed at Lake Success, New York, on 11 December 1946
WHO	World Health Organization	1948 Protocol	Protocol bringing under international control drugs outside the scope of the Convention of 13 July 1931 for limiting the manufacture and regulating the distribution of narcotic drugs, as amended by the Protocol signed at Lake Success on 11 December 1946
ICAO	International Civil Aviation Organization	1953 Protocol	Protocol for limiting and regulating the cultivation of the poppy plant, the production of, international and wholesale trade in, and use of opium, signed at New York on 23 June 1953
LAS	League of Arab States		
ICPO	International Criminal Police Organization		
IFWL	International Federation of Women Lawyers		
EPTA	Expanded Programme of Technical Assistance		
1912 Convention	International Opium Convention signed at The Hague on 23 January 1912		
1925 Convention	International Opium Convention signed at Geneva on 19 February 1925, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946		
1931 Convention	Convention for limiting the manufacture and regulating the distribution of narcotic drugs, signed at Geneva on 13 July 1931, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946		

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

Third session	E/799	Tenth session	E/2768/Rev.1 ; E/CN.7/303/Rev.1
Fourth session	E/1361 ; E/CN.7/186	Twelfth session	E/3010/Rev.1 ; E/CN.7/333/Rev.1
Eighth session	E/2423 ; E/CN.7/262	Thirteenth session	E/3133 ; E/CN.7/354
Ninth session	E/2606 ; E/CN.7/283	Fourteenth session	E/3254 ; E/CN.7/376



COMMISSION ON NARCOTIC DRUGS

Report to the Economic and Social Council on the fifteenth session of the Commission,
 held in Geneva from 25 April to 13 May 1960

CHAPTER I

ORGANIZATIONAL AND ADMINISTRATIVE MATTERS

Representation at the session ¹

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

- Canada* : Mr. K. C. Hossick ; Mr. P. Dumas (Adviser)
- China* : Mr. C. K. Liang ; Mr. M. H. Wang (Adviser)
- France* : Dr. J. Mabileau ; Mr. R. Establie (Alternate)
- Hungary* : Mr. Vértés ; Mr. J. Veress (Alternate)
- India* : Mr. E. S. Krishnamoorthy ; Mr. A. R. Déo (Adviser)
- Iran* : Dr. M. H. Morshed
- Mexico* : Mr. G. Lucio ; Mr. E. Bravo-Caro (Alternate) ; Mr. R. de Rosenzweig Diaz (Alternate)
- Netherlands* : Mr. A. Kruysse
- Peru* : Mr. F. Carranza
- Turkey* : Mr. M. Özkol ; Mr. H. Balkan (Alternate)
- Union of Soviet Socialist Republics* : Mrs. V. V. Vassilieva ; Mr. G. Kalinkine (Adviser)
- United Arab Republic* : Mr. A. Ismail ; Mr. A. A. Safwat ; Mr. A. Beilouni
- United Kingdom of Great Britain and Northern Ireland* : Mr. T. C. Green
- United States of America* : Mr. E. J. Rowell ; Mr. J. P. Meyer (Principal Adviser) ; Mr. E. F. Chase (Adviser) ; Mr. C. Siragusa (Adviser) ; Mr. J. Cusack (Adviser)
- Yugoslavia* : Mr. D. Nolic ; Mr. F. Tapavicki (Adviser).

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

<i>State</i>	<i>Observer</i>	<i>Item of the agenda</i>
Brazil	Mr. F. B. Franco-Netto	9
Burma	U Ba Thein	4
Cambodia	Mr. Thor Peng Thong	4
Colombia	Mr. V. Gonzalez	4, 8
Cuba	Mr. Miguel-de-Lasa	4
Ethiopia	Mr. E. Borrou	11
Germany (Federal Republic of)	Mr. H. Danner	6, 10, 12
Greece	Mr. G. Panopoulos	4, 6, 7, 8, 9, 10, 11, 12, 14
Iraq	Mrs. B. H. Afnan	4
Israel	Mr. M. Kahany Mr. Y. Genossar	} 4, 11
Italy	Mr. G. Tancredi Mr. G. Pruner	
Japan	Mr. R. Kuma Mr. K. Kitamura Mr. K. Hasegawa	} 4, 6, 7, 10
Morocco	Mr. B. Benchekroun	
Poland	Mr. S. Bukowski	
Portugal	Mr. F. de Alcambar Pereira	9
Spain	Mr. N. Diaz Lopez	4
Switzerland	Mr. J. P. Bertschinger	10, 12
Thailand	Mr. P. Punnapayak Mr. C. Ratanachai Mr. P. Sarasin	} 4, 14

3. One government designated an observer to attend the deliberations of the Commission — namely :

Ghana Mr. H. R. Amonoo

4. At the invitation of the Commission, a representative of New Zealand, Dr. D. P. Kennedy, Deputy Director, Division of Public Hygiene, New Zealand Department of Health, attended one of the meetings ² at which the item "Abuse of drugs" was discussed.

¹ E/CN.7/SR.436

² E/CN.7/SR.455.

5. The following States were also invited to send observers, but were not able to do so; Afghanistan, Austria, Belgium, Bolivia, Denmark, Jordan, Laos, Lebanon, Pakistan, Viet-Nam, and Yemen.

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

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

8. The Permanent Central Opium Board (PCOB) was represented by its Chairman, Sir. H. Greenfield, who presented its report, and by Mr. L. Atzenwiler, Secretary of the Board. The Drug Supervisory Body (DSB) was represented by its Secretary, Mr. L. Atzenwiler.

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

10. The International Civil Aviation Organization (ICAO) was represented by Mr. F. de Tavel.

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

12. The International Criminal Police Organization (ICPO), a non-governmental organization in consultative status, Category B, was represented by Mr. J. Nepote.

13. The International Federation of Women Lawyers (IFWL), a non-governmental organization in consultative status, Category B, was represented by Lady Gladys M. Chatterjee and Miss Krishna Ahooja.

14. At the opening meeting of the session Mr. G. Palthey, Deputy Director of the European Office of the United Nations, represented the Secretary-General and welcomed representatives and observers on his behalf. At the subsequent meetings, the Secretary-General was represented by Mr. G. E. Yates and in his absence by Mr. A. Lande or Dr. J. Lucas.

Opening and duration of the session³

15. The session was opened by Mr. D. Nikolic (Yugoslavia), the Chairman of the Commission at its fourteenth session.

³ E/CN.7/SR.436.

16. The session lasted from 25 April to 13 May 1960. Twenty-two plenary meetings were held (436th-457th meetings).

Election of officers⁴

17. The Commission elected the following officers:

Chairman: Mr. K. C. Hossick (Canada)

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

Second Vice-Chairman: Mr. A. Ismail (United Arab Republic);

Rapporteur: Dr. J. Mabileau (France).

Adoption of the agenda⁵

18. The Commission considered the provisional agenda⁶ drawn up by the Secretary-General after consultation with the Chairman of the fourteenth session and in pursuance of the Commission's decision at that session to include certain items.⁷ It was agreed to add the words "(including scientific research on cannabis)" to item 9. "The question of cannabis".⁸ The Commission adopted the following agenda:

1. Election of officers.
2. Adoption of the agenda.
3. Implementation of the narcotics treaties and international control:
 - (a) Report of the Division of Narcotic Drugs;
 - (b) Annual reports of governments;
 - (c) National laws and regulations;
 - (d) Report of the Permanent Central Opium Board to the Economic and Social Council on the work of the Board in 1959;
 - (e) Estimated world requirements of narcotic drugs in 1960: statement of the Drug Supervisory Body.
4. Illicit traffic: reports on the illicit traffic in 1959.
5. Middle East Narcotics Survey Mission.
6. Abuse of drugs (drug addiction).
7. Opium and opiates (including scientific research on opium).
8. The question of the coca leaf.
9. The question of cannabis (including scientific research on cannabis).
10. The question of synthetic narcotic drugs.
11. The question of khat.
12. Questions relating to the control of other substances (barbiturates, tranquillizers, amphetamines, etc.).

⁴ Agenda item 1 (E/CN.7/SR.436).

⁵ Agenda item 2 (E/CN.7/SR.437).

⁶ E/CN.7/377 and Add.1.

⁷ Report, fourteenth session, paras. 20 and 21.

⁸ E/CN.7/SR.437.

13. Carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight.
14. Technical assistance for narcotics control.
15. Programme and priorities in the field of narcotic drugs; control and limitation of documentation.
16. Report of the Commission on its fifteenth session.

Report of the Commission to the Economic and Social Council on its fifteenth session

19. At its 457th meeting, the Commission decided unanimously to adopt the present report to the Council on its fifteenth session.

Organization of the sixteenth session of the Commission ⁹

20. In order to facilitate planning for the sixteenth session, the Commission decided to include certain items in the provisional agenda for that session. This procedure is provided for under rule 6 of the rules of procedure of functional commissions, which also provides that Members of the United Nations and members of the specialized agencies, the General Assembly, the Economic and Social Council, the Security Council and the Trusteeship Council may propose additional items.

21. The following items were included:

- (a) Implementation of the narcotics treaties and international control:
 - (i) Report of the Division of Narcotic Drugs;
 - (ii) Annual reports of governments;
 - (iii) National laws and regulations;
 - (iv) Report of the Permanent Central Opium Board;
 - (v) Statement of the Drug Supervisory Body;
 - (vi) Report of the WHO Expert Committee on Addiction-producing Drugs.
- (b) Illicit traffic.
- (c) Abuse of drugs (drug addiction).
- (d) Opium and opiates.
- (e) Programme of scientific research on opium.
- (f) The question of the coca leaf.
- (g) The question of cannabis.
- (h) Programme of scientific research on cannabis.
- (i) The question of synthetic and other new narcotic drugs.

⁹ E/CN.7/SR.456.

- (j) Questions relating to the control of other substances (barbiturates, tranquillizers, amphetamines, khat, etc.).
- (k) Technical assistance for narcotics control.
- (l) The Single Convention on Narcotic Drugs.

22. The Commission thanked those governments which had sent observers to the fifteenth session, and expressed regret that some countries had been unable to accept its invitation. The Commission also expressed particular concern that the Government of the Lebanon, although it was specially connected with the Middle East Narcotics Survey Mission (item 5 of the agenda), had not seen fit to send an observer in response to the invitation extended to it.

23. The Commission decided to invite the following governments to be represented by observers at the sixteenth session during the discussion of the following items, and expressed the hope that they would all be able to accept:

Illicit traffic: Argentina, Afghanistan, Bolivia, Brazil, Burma, Cambodia, Colombia, Cuba, Ecuador, Greece, Iraq, Israel, Japan, Jordan, Laos, Lebanon, Morocco, Pakistan, Portugal, Spain, Thailand and Viet-Nam.

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

Report of the PCOB and Statement of the DSB: Federal Republic of Germany.

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

Opium and opiates: Greece, Italy and Japan.

Programme of scientific research on opium: Greece, Italy and Japan.

The question of the coca leaf: Argentina, Bolivia, Colombia and Greece.

The question of cannabis: Brazil, Greece, Italy, Lebanon, Morocco, Pakistan, Poland and the Union of South Africa.

Programme of scientific research on cannabis: Brazil, Greece, Italy, Lebanon, Morocco, Pakistan, Poland and the Union of South Africa.

The question of synthetic and other new narcotic drugs: Belgium, Denmark, Federal Republic of Germany, Greece, Italy, Japan and Switzerland.

Questions relating to the control of other substances (barbiturates, tranquillizers, amphetamines, khat, etc.): Belgium, Ethiopia, Federal Republic of Germany, Greece, Israel, Italy, Switzerland and Yemen.

Technical assistance for narcotics control: Afghanistan, Bolivia, Burma, Cambodia, Colombia, Cuba, Laos, Morocco, Thailand and Viet-Nam.

CHAPTER II

PLACE OF MEETING OF THE SIXTEENTH SESSION OF THE COMMISSION

24. There were no recommendations regarding the place of meeting of the sixteenth session.

IMPLEMENTATION OF THE TREATIES AND INTERNATIONAL CONTROL

Report of the Division of Narcotic Drugs¹⁰

25. The Commission considered the report of the Division of Narcotic Drugs¹¹ covering the period 16 March 1959 to 15 March 1960. In addition to summarizing the Division's work during the past year, the report explained the position with regard to implementation of the resolutions and other decisions on narcotics control addressed to governments by the Economic and Social Council and by the Commission during the period 1957-1959.

26. The *Bulletin on Narcotics* was again commended in the Commission for its interesting articles and its usefulness. It was considered that there should be no attempt to economize on this publication at the risk of lowering its present high standard and generous coverage.

List of drugs under international control¹²

27. The Commission took note of the "List of drugs under international control".¹³ This is a list of basic drugs under international control accompanied by certain fundamental data for each drug, in particular (i) the proposed or recommended international non-proprietary name and the name, if any, used in the international conventions; (ii) the chemical formula; (iii) whether the drug is a natural substance, or derived from the coca leaf or opium, or whether it is produced synthetically; (iv) when and how it came under international control; and (v) the type of control regime applying to it at 29 January 1960.

28. The list shows that seventy-two basic narcotic drugs are at present under international control. During the last year eight new drugs, all synthetic, have been added.

Ratifications, acceptances, accessions and declaration concerning the multilateral treaties on narcotic drugs¹⁴

29. Developments during the twelve months subsequent to 16 March 1959 in connexion with adherence to international narcotics treaties¹⁵ were examined together with the tabular statement on the "Status of multilateral narcotics treaties".¹⁶ The latter document included information received up to 15 March 1960 relating to 182 States and territories.

30. The Commission took note with interest of

¹⁰ Agenda item 3 (a) (E/CN.7/SR.437, 438 439 and 454).

¹¹ E/CN.7/378 and Add.1.

¹² Agenda item 3 (a) (E/CN.7/SR.438 and 454).

¹³ E/CN.7/378/Add.2.

¹⁴ Agenda item 3 (a) (E/CN.7/SR.437 and 454).

¹⁵ E/CN.7/378, paras. 1-9; E/CN.7/378/Add.1, ch. I.

¹⁶ E/CN.7/378/Add.3.

the ratifications and acceptances received since the fourteenth session. It was informed of the acceptance of the 1948 Protocol by Brazil, El Salvador, the Federal Republic of Germany and the Ukrainian Soviet Socialist Republic. During the last twelve months information had also been received concerning the ratification of or adherence to the 1953 Protocol by six States (Brazil, Federal Republic of Germany, Iran, Nicaragua, El Salvador and the Union of South Africa). Accordingly, the number of States which had ratified or acceded to this Protocol at 26 April 1960 was thirty-seven, including seven of the manufacturing States named in article 21 of the Protocol (Belgium, France, the Federal Republic of Germany, Italy, Japan, Switzerland and the United States), and two of the opium-producing States named in article 6 (India and Iran). Under article 21 of the Protocol, the adhesion of one more producing State is needed for the Protocol to enter into force.

31. Several representatives made statements on the 1953 Protocol. The Netherlands representative said that as long as producing countries such as Turkey had not become parties to this Protocol it would be difficult for manufacturing countries like the Netherlands to accede to it. The Turkish representative said that his country could see no need to ratify the Protocol at present, for two reasons: (i) the provisions of the Protocol were to be included in the Single Convention, and (ii) Turkey had already complied with the obligations laid down in the Protocol. An Act which had come into force in Turkey in July 1959¹⁷ had completed the relevant provisions by introducing the licensing system for individual opium growers prescribed by the Protocol. The representative of Yugoslavia stressed the transitory nature of the Protocol.

32. With regard to other treaties, the Commission was informed of developments since the fourteenth session, including the declaration of the Philippines concerning its participation in the 1912 Convention; the ratification by the Netherlands of the 1936 Convention and the acceptance by the Federal Republic of Germany of the 1946 Protocol. The Commission was also informed of a communication received from the Federal Republic of Germany relating to the application of the 1946 and 1948 Protocols to the Land of Berlin.

Annual reports of governments made in pursuance of article 21 of the 1931 Convention¹⁸

33. The annual report submitted by each government is designed to give a comprehensive account of the implementation, during the year, of its obligations

¹⁷ E/NL.1959/85-86.

¹⁸ Agenda item 3 (b) (E/CN.7/SR.451 and 454).

under the international narcotics treaties. Reports are prepared in accordance with the questionnaire drawn up by the Commission; the information in them is analysed and incorporated in an annual summary by the Secretariat.

34. The Commission examined the *Summary of Annual Reports of Governments* for 1958¹⁹ covering annual reports received by the Secretary-General up to 31 December 1959. Most of the information concerned the year 1958, for which 131 reports had been received up to 31 December 1959, but some information sent in late for previous years was also included. Discussions on chapter I and chapters III-IX of the *Summary* are covered in this section of the report, while discussions on chapter II (Legislative Measures), chapter X (Abuse of Drugs) and chapter XI (Illicit Traffic) are referred to elsewhere.²⁰

35. In connexion with its discussion on chapter IV (Control of International Trade), the Commission was informed that according to certain reports several States and territories had not returned copies of export authorizations and that in one case export authorizations had been delivered without the preliminary establishment of corresponding import certificates. The Secretary-General sent a letter to the governments concerned²¹ asking them for any comments they might wish to make on this matter. The Commission noted the replies received.²² The attention of the Commission was drawn to the fact that documents concerning exports of narcotics are often not correctly addressed to the competent authorities and in consequence are not received. With regard to the delivery of export authorizations without the previous issue of import certificates, the representative of PCOB said that such an occurrence had never been brought to the knowledge of the Board and that if it had been, the Board would certainly not have approved of such a practice. The observer for Spain assured the Commission that his government had taken all the necessary steps to put a stop to this practice, which was due to certain differences between commercial usage and treaty obligations.

36. The Commission agreed to request the Secretary-General to remind governments of their obligations under the provisions of article 13 of the 1925 Convention, at the same time drawing their attention to the list of names and addresses of competent national authorities which the Secretariat brings up to date each year in the document series E/NA.19.../...

37. The Commission noted that among the countries listed in paragraph 5 of the Addendum to the *Summary of Annual Reports* as not having sent the Secretary-General an annual report for three consecutive years, Bahrein had recently sent a report for the year 1959. It agreed to request the Secretary-General to invite the other States and territories mentioned in this paragraph to send their annual reports to the Secretary-

General, it being understood that in so doing the Secretary-General would take into account the fact that some of these States and territories are not bound by the 1931 Convention.

38. The Commission took note of the *Summary of Annual Reports of Governments* for 1958.

Manufacture of narcotic drugs²³

39. The Commission considered the document entitled "Manufacture of Narcotic Drugs"²⁴ and prepared in the same form as that adopted for the previous year. Both the number of manufacturing countries (twenty-nine in 1957 and thirty in 1958) and the number of the manufacturing firms (128 in 1957 and 130 in 1958) had risen slightly. The number of firms licensed to manufacture synthetic narcotic drugs had risen from fifty-two to fifty-four, while the number of firms engaged in manufacturing synthetic narcotic drugs was forty-two, the same as in the previous year.

40. The attention of the Commission was drawn to the fact that since 1949 there had been only a slight change in the number of firms manufacturing narcotic drugs (1949, 126 licensed firms in twenty-eight countries; 1958, 130 licensed firms in thirty countries). During the same period the number of firms licensed to manufacture synthetic narcotic drugs had risen from eleven in six countries to fifty-four in twenty countries. In this connexion a representative on the Commission expressed the view that it was often difficult for a government to refuse a licence to a firm which had developed a new drug, without the risk of hindering scientific research.

List of national authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs²⁵

41. The document "National authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs"²⁶ was before the Commission. The list had not been printed in full, an addendum to the previous year's list having been prepared to show where changes had occurred in the names or addresses, etc., of the authorities concerned during the year 1958.²⁷ No additional State or territory had been placed on the list, which includes a total of 184 States and territories.

National laws and regulations communicated under the international treaties on narcotic drugs²⁸

42. Under the provisions of the narcotics treaties, in particular article 21 of the 1931 Convention, govern-

¹⁹ E/NR.1958/Summary and Add.1.

²⁰ Paras. 42-45, 143-147 and 70-142 below.

²¹ E/CN.7/378/Add.1, para. 45.2.

²² E/CN.7/378/Add.4 and 5.

²³ Agenda item 3 (a) (E/CN.7/SR.438 and 454).

²⁴ E/NF.1959/2.

²⁵ Agenda item 3 (a) (E/CN.7/SR.438 and 454).

²⁶ E/NA.1959/1/Add.1.

²⁷ Report, thirteenth session, para. 29.

²⁸ Agenda item 3 (c) (E/CN.7/SR.451 and 454).

ments are required to communicate to one another, through the Secretary-General, the texts of laws and regulations enacted by them to give effect to these treaties. The Secretary-General circulates the texts received in the document series E/NL.19../... During the period 16 March 1959 to 15 March 1960, legislative texts of forty-seven countries were communicated to the Secretary-General.²⁹

43. Reference to all laws and regulations published by the United Nations is provided by a multi-purpose cumulative index prepared in accordance with Economic and Social Council resolution 626 C III (XXII) and brought up to date every year. The latest edition of the *Index* covers legal texts published from 1947 to 31 December 1959; ³⁰ it contains, for the first time, references to provisions in force in Costa Rica and Spain. At the request of the representative of Yugoslavia, it was decided to delete the entry "Monopoly" under the name of that State and to omit Yugoslavia from the list of "State monopolies", as there is no state monopoly in that country. The Commission took note of the document.

44. Legislative texts received from governments during 1959 provided the basis for another annual document, the summary tabulation of changes in national schedules of drugs,³¹ likewise prepared by the Secretary-General in accordance with resolution 626 C III (XXII). The document for the present session also took account of information in annual reports and other communications received from governments in 1959. In accordance with the decision taken by the Commission at its thirteenth session,³² this document incorporates information received during the preceding year on diacetylmorphine, such information having previously been the subject of a special paper. During the discussion of this document, the Commission was informed that during the years 1959 and 1960 France and the United Arab Republic had promulgated orders and decrees placing a certain number of narcotics under control. The Commission also noted a rectification of the date of the ministerial order bringing dimenoxadol and normorphine under control in France. The Commission took note of document E/CN.7/389.

45. The Commission agreed to request the Secretary-General to remind governments of their obligation to communicate to him the texts of their laws and regulations concerning narcotic drugs.

Report of the Permanent Central Opium Board and the Statement of the Drug Supervisory Body ³³

46. The Chairman of PCOB, Sir Harry Greenfield, introduced the *Report to the Economic and Social*

²⁹ For further details see E/CN.7/378, paras. 47-49 and E/CN.7/378/Add.1, paras. 47.1-49.2.

³⁰ E/NL.1959/Index.

³¹ E/CN.7/389.

³² Report, thirteenth session, annex 3, No. 6.

³³ Agenda items 3(d) and 3(e) (E/CN.7/SR.440 and 454).

*Council on the Work of the Board in 1959.*³⁴ He said that the Board considered the present report a satisfactory one from its own point of view, mainly because of the improved relations between the Board and governments; replies to questionnaires had been satisfactory. In connexion with the consideration of trends in licit movement of narcotic drugs during 1958, the Turkish representative remarked that while the statistics for opium seemed to be fairly complete, there were gaps in the information concerning other natural narcotic drugs and synthetics.

47. In connexion with the control of synthetic narcotics, there was considerable discussion on the drug normethadone, which was also discussed at the fourteenth session of the Commission.³⁵ The observer for the Federal Republic of Germany said that earlier action to place normethadone under control in his country had been delayed by a constitutional difficulty which had now been overcome, and that this drug would shortly be placed under control.

48. The representative of France said that the consumption of diacetylmorphine (heroin) in France had declined sharply during the past three years (7 kg in 1957, 2.8 in 1959). The decline was due to the co-operation of the Ordre national des Médecins, which had supported the Government's call for a reduction as far as possible in the use of this drug.

49. The representative of ICPO mentioned his organization's interest in the lists of drugs drawn up by PCOB, and said that information concerning new narcotic drugs was regularly circulated to ICPO national bureaux.

50. The Secretary of DSB, Mr. L. Atzenwiler, introduced the *Estimated World Requirements of Narcotic Drugs in 1960.*³⁶ Attention was drawn to paragraph 17 of this report, in which it was stated that the free distribution of medical samples of narcotic substances was a serious source of danger when not subjected to all the control measures applicable to narcotics, and that such samples might be enough to produce fresh cases of drug addiction, especially in the medical profession. The Secretary of DSB stated, in answer to a question, that certain governments had reported that dextromoramide (a synthetic narcotic) was reaching their territories in the form of samples without being covered by import certificates and that one such shipment had been quite large. For that reason DSB had felt obliged to mention the matter in its report. There was always a lag between the time when it was decided to place a drug under international control and the time at which the decision was effectively applied. That lag explained how it was that exports could take place before the exported product had actually been placed under control.

³⁴ E/OB/15 and Addendum.

³⁵ Report, fourteenth session, paras. 76-77 and 99-105.

³⁶ E/DSB/17.

Decision to place a new synthetic drug under provisional international control pursuant to article 2 of the 1948 Protocol³⁷

51. The Commission was informed by the representative of the Netherlands that his government had recently transmitted to the Secretary-General a notification³⁸ under article 1 of the 1948 Protocol in respect of the drug 1-(3,3-diphenyl-3-cyanopropyl)-4-phenylpiperidine-4-carboxylic acid ethyl ester (diphenoxylate). A notification in respect of this drug had also been previously made by Belgium and the United States. It was very similar to pethidine. Its manufacture was being undertaken in Belgium and a firm in the Netherlands proposed to make a preparation of it for sale in that country. In order to prevent the danger of addiction that might result from the free sale of this preparation, the Netherlands Government has considered it necessary to submit the drug to the restrictive measures applied to the trade in narcotic drugs and had classified it in the same group as morphine. It was his understanding that similar measures had been taken in the other Benelux countries. In view of the information available regarding the addiction-producing properties of the drug, he thought the Commission should take a decision under article 2 of the 1948 Protocol.

52. The representative of France and the observer for Switzerland mentioned that this drug had recently been subjected to the restrictive measures relating to narcotics in their respective countries. The representative of France considered that it had interesting properties from the medical point of view which required further study. In the meantime, however, the Commission should take action to place it under international control, as provided in the treaties. It would also be useful to have a proposed international non-proprietary name for the substance, if possible. The representative of WHO said that "diphenoxylate" had been selected two years ago as the proposed international non-proprietary name.

53. The Commission unanimously decided, in accordance with article 2 of the 1948 Protocol, that the measures applicable to drugs specified in article 1, paragraph 2, group I, of the 1931 Convention, should provisionally apply to this drug pending receipt of the decision or finding of WHO.

Middle East Narcotics Survey Mission³⁹

54. The report of the survey mission,⁴⁰ made in accordance with resolution 689 I (XXVI) of the Economic and Social Council, was before the Commission for consideration. The representative of the United Arab Republic proposed that the chairman of the survey mission, Mr. L. H. Nicholson, be invited

³⁷ Agenda item 3 (E/CN.7/SR.454 and 457).

³⁸ NAR/CL.3/1960.

³⁹ Agenda item 5 (E/CN.7/SR.438, 444, 452, 453, 455 and 457).

⁴⁰ E/CN.7/382.

to attend the Commission's discussions on this item. It was explained that the Council resolution had made no specific provision for a rapporteur of the mission and that the mission had been disbanded after having completed its work. It was not expected that Mr. Nicholson would be able to go beyond the points agreed upon by the mission and included in its report, but representatives expressed the view that his presence would serve a useful purpose, and his explanations of the matters contained in the report would be welcome. The representative of Turkey could not agree, since in his opinion Mr. Nicholson could do no more than orally confirm what was already in the mission's report, and his presence would only involve unnecessary expenditure. On a roll-call vote taken at the request of the Turkish representative, the Commission adopted the proposal of the United Arab Republic by 9 votes to 1, with 5 abstentions. Mr. Nicholson accordingly attended the relevant meetings.

55. Mr. Nicholson explained that from the outset the mission had agreed to proceed in a practical and flexible manner without spending much time on procedural questions. The mission's itinerary had been governed by paragraph 2(a) of Council resolution 689 I (XXVI) and by the arrangements that had had to be worked out in advance with the governments concerned, within the time-limits and financial resources available. Consultations and discussions had taken place with the authorities of Afghanistan, Cyprus, Hashemite Kingdom of Jordan, Iran, Iraq, Israel, Kuwait, Lebanon, Saudi Arabia, Trucial States, Turkey, United Arab Republic (Egyptian and Syrian provinces) and Yemen. The mission had stayed in the Middle East region for about six weeks. In the countries it had visited, the mission had interviewed a prime minister, ministers of the interior, foreign affairs, police and health, or the responsible under-secretary of state. It had held consultations with senior officials representing the government departments directly concerned with the control of drugs and combating the illicit traffic, including the heads of the anti-narcotics administrations; the directors-general of public security, justice and pharmacies; the chiefs of police, judiciary police, gendarmerie, frontier corps, coast-guard and customs; inspectors of pharmacies, chiefs of pharmaceutical laboratories, and some local police and security officials. In all, the mission had consulted over 110 officials during its tour of the region. Where time permitted, the mission had been afforded opportunities to observe, in general, the problem of control encountered by some of the enforcement services. It had visited a number of such services, seen some recent large seizures of contraband and heard the *modus operandi* of smugglers and traffickers described by men who were actually engaged in the fight against them. It had stopped at gendarmerie and customs posts and had been shown police identification branches and laboratories. It had seen some of the desert and mountain terrain over which smugglers operated and had been over a hospital devoted entirely to the treatment of addicts. Essentially, however, its report was based on its consultations with government representatives. In accordance with the

Council resolution and as suggested in the relevant debates of the Commission, the mission had consulted government representatives only and had not discussed the problem with private citizens. It had been given the understanding co-operation of all the authorities and officials visited and had recorded its appreciation of the cordial reception extended.

56. The mission had also obtained information from official reports and communications made available to it by the Secretariats of the United Nations and ICPO, by the Permanent Anti-Narcotics Bureau of LAS and by some governments in the region.

57. The mission had made a report to the Commission, as required by paragraph 2(d) of the Council resolution, on such general matters and suggestions as it considered desirable. As authorized, it had also made some confidential communications direct to governments on matters which, in its judgement, could best be dealt with in this fashion. This procedure was found to be useful and convenient.

58. Mr. Nicholson drew the Commission's attention to some of the important features of the mission's report. After studying all the evidence, the mission had come to some conclusions regarding the traffic in the Middle East which were included in chapter II of its report. It had recognized that there was substantial production and consumption of cannabis (hashish) in the region; there was also extensive production and consumption of opium, and opium derivatives were smuggled to other parts of the world, in particular, Europe and North America. There was no evidence of any significant importation of illicit drugs into the Middle East from other parts of the world. The mission had emphasized the main pattern of the regional illicit traffic, but it was also aware that there was consumption and production of hashish and opium in other areas of the region, though they were of relatively small importance.

59. The mission had been impressed by the difficult problems of control faced by national authorities, due in particular to the nature of the terrain in some areas and to the presence of nomadic tribes. Mr. Nicholson drew the Commission's attention to the fact that the mission had noted that any aggravation of the difficulties caused by political or other situations could only be to the advantage of smugglers. In its discussion of various proposals included in chapter III of its report, the mission had stressed, *inter alia*, the need for strong, positive and well enforced national programmes, and the great value of bilateral agreements between governments of contiguous countries, of close and sincere co-operation between border authorities and narcotics control agencies of countries affected by trafficking, and of close co-operation with international bodies concerned with the question. Mr. Nicholson mentioned in this connexion that the mission had been very favourably impressed by the measures taken in Iran which related to all aspects of narcotics control, and not only to enforcement. The mission had also been impressed by the determination of the Turkish

authorities to combat trafficking and to co-operate fully with neighbouring countries in this matter and had noted the conclusion of a bilateral agreement between Turkey and Iran. The hope had been expressed that other countries of the region would follow this example. The mission had also drawn attention to the new Turkish law establishing the licensing system for opium cultivation.

60. Several members of the Commission congratulated the mission on its work and on the excellent report it had submitted, and complimented Mr. Nicholson upon his able chairmanship. It was remarked that the mission had accomplished an arduous task in a commendable manner, and that its report should be a great help in dealing with the traffic situation in the Middle East and in other regions similarly affected. It was obvious that not all governments would fully accept the conclusions contained in the report, but it was precisely to clarify the situation in that region that the mission had been sent out. The report and the statement by Mr. Nicholson showed that the mission had carried out its task effectively, impartially and sincerely. The representative of the United Arab Republic considered that the mission had justified all the expectations of his government. Its report clearly established the traffic situation in the Middle East. His country, particularly the Egyptian province, was a victim of organized trafficking and his government wished for some concrete measures to extend international supervision in the region. The representative of the IFWL thought it might well be advantageous to make the survey mission's recommendations widely known, as many of them might be applicable, *mutatis mutandis*, in other parts of the world. Some representatives, referring to the recommendations of the mission, informed the Commission of the steps taken or being taken to implement them in their respective countries.

61. The representative of Turkey deplored the fact that the mission had followed a plan prepared in advance before all its members had met; he criticized its itinerary and, especially, the fact that the whole mission had not visited all the countries of the region. It was explained that the itinerary and organization of the mission, including visits, in some cases, by less than the full complement of five members, had been in accordance with plans discussed by the Commission and the Economic and Social Council, in the light of which these bodies had adopted the relevant resolutions. The General Assembly had examined the Council's report on the matter, had expressed no objection to it, and had drawn up the mission's budget accordingly. The representative of Turkey thought that the facts presented in the report were already well known and that the mission should have gone deeper into the causes of the traffic situation in the Middle East. He thought that the Mission should have sought the reason for such a high incidence of addiction in certain countries of the region. Greater attention should have been given to the gaps in the legislation and administration of some of the countries concerned, particularly those that complained of widespread addiction, as it was

clear that the absence of effective national measures was an important cause of trafficking in the Middle East. He thought that the references to the principal sources of illicit drugs in the region distorted the picture and that clearer references should have been made to the secondary sources. Furthermore, not enough consideration had been given to cannabis, which was a very serious problem to some countries of the region. His delegation had opposed the original proposal for the mission because it had thought it a useless measure and because there were other regions of the world — e.g., the Far East — in which the traffic situation was more serious. The mission's report and recommendations only touched the surface of the problem. In view of this result, his delegation was entirely opposed to any future missions of that kind, at least so far as Turkey was concerned. Needless to say his country had already carried out all the mission's recommendations and he considered that an effective campaign against illicit trafficking should be along the lines mentioned in the annual report of Turkey.⁴¹

62. The Commission considered that it would be improper to question the chairman of the survey mission regarding several aspects of the ground covered in its report and that it was normal in such matters to depend upon the judgement of a body of such highly qualified experts who had acted in complete sincerity. Some points which might arise in connexion with the report were inherent in the difficult problems of the traffic situation in the region, and the Commission had been fully aware of the nature of the step it was taking when it had proposed the mission. In taking note of the survey mission's report, the Commission wished to record its great appreciation of the work done and requested the Secretary-General to convey its sincere thanks to all the members of the mission for the excellent service they had rendered.

63. The Commission considered that the recommendations made by the survey mission should be of great help to the countries in the region, and to all countries having a similar traffic situation. In this connexion, the representatives of Canada, India and the United States proposed a draft resolution, to be recommended for adoption by the Economic and Social Council, inviting the attention of governments to the work of the survey mission and stressing specific recommendations made by it. Certain amendments were incorporated to take the views of various delegations into account, and the revised draft was adopted by 14 votes to none, with one abstention, as resolution 1 (XV), "Middle East Narcotics Survey Mission", for adoption by the Council.

[For the text of resolution 1 (XV), see chapter XIV, draft resolution B.]

64. On several occasions the Commission has drawn the attention of governments to the need for exchanges of information on the illicit traffic between the national

authorities directly concerned with combating this traffic. In this connexion, the benefits to be obtained by full use of the facilities available through ICPO have often been stressed. It was noticed that the survey mission's report also urged the fullest possible use of the facilities and machinery of ICPO, and the Commission considered it important to draw the attention of the countries concerned to this matter. With minor drafting amendments the Commission adopted, by 13 votes to none, with 2 abstentions, the following draft resolution proposed by Turkey and the United States :

RESOLUTION 2 (XV)

Co-operation with the International Criminal Police Organization

The Commission on Narcotic Drugs,

Considering the value of previous documentation transmitted to national authorities by the International Criminal Police Organization with regard to international illicit narcotic traffickers,

1. *Urges* all governments in the Middle East and other interested governments, as appropriate, to co-operate with the International Criminal Police Organization and to submit to it dossier sheets of important known and suspected international traffickers operating in that region, including in each dossier, when available, a photograph, localities frequented, criminal history, *modus operandi*, criminal associates and other relevant data requested by the International Criminal Police Organization ;

2. *Suggests* that the International Criminal Police Organization assemble this information into an appropriate document for circulation to all governments in the Middle East and other interested governments.

65. The Commission was particularly concerned at the information in the survey mission's report indicating the absence of full co-operation between national authorities. It was considered extremely regrettable that in a humanitarian task such as control of illicit trafficking in drugs the co-operation of authorities, especially local authorities, should be impeded by political or other considerations. The Commission cannot stress too strongly that in the campaign against the international traffic in drugs there should be close and continuous international co-operation. It recalled, in this connexion, that since the last session encouraging steps had been taken towards increased co-operation in the form of regional conferences — a matter which has been more fully considered elsewhere in this report. Beneficial results were already reported from such regional meetings or conferences, and the Commission thought it opportune to invite the attention of the countries of the Middle East, in particular, to this form of international co-operation. Accordingly, the Commission unanimously adopted the following draft resolution proposed by Canada, India, Iran and the United States :

⁴¹ E/CN.7/R.10/Add.44.

*Middle East Narcotics Survey Mission:
regional conferences*

The Commission on Narcotic Drugs,

Mindful of the importance of close and constant co-operation between national authorities in meeting problems of regional scope and character,

Having noted the encouraging results already obtained by regional conferences of various types in several parts of the world,

Invites the governments concerned in the Middle East to consider the desirability of using this means of furthering their common objects in narcotics control.

The proposed Single Convention on Narcotic Drugs⁴²

66. While considering the Report of the Division of Narcotic Drugs for the period 16 March 1959 to 15 March 1960,⁴³ the Commission noted that the Economic and Social Council and its Interim Committee on Programme of Conferences had recommended⁴⁴ that the Plenipotentiary Conference to consider the proposed Single Convention on Narcotic Drugs be convened within the period January-April 1961 in New York, and not, as had been expected, in the closing months of 1960. Although the final date for receiving comments on the third draft of the Single Convention, 1 October 1959,⁴⁵ had not been advanced accordingly, it seemed that the decision to postpone the conference had caused some governments to postpone transmission of their comments. Only nine governments had commented by 1 October 1959. Reminder notes had therefore been sent out on 14 October 1959, and so far sixteen organizations and forty-four governments had sent substantive comments; only one of these communications had not arrived in time to be included in the compilation, which had been completed and was at present in process of translation and reproduction. It would be in the hands of governments as soon as possible after the end of the fifteenth session of the Commission. An additional document containing the comments received too late for inclusion in the compilation would be circulated later.

67. It was also noted that while the Council was generally in favour of a one-tier conference, as suggested by the Commission (i.e., a conference at which meetings are not held simultaneously), a majority of the Programme Committee had considered that a period of not more than eight weeks would be appropriate. If it proved impossible to complete the work in that time the conference could recommend to the Council that it be reconvened at a later date;⁴⁶ but the Commission

⁴² Agenda item 3 (a) (E/CN.7/SR.437, 454 and 457).

⁴³ E/CN.7/378 and Add.1.

⁴⁴ In the light of considerations set out in E/3276/Add.1.

⁴⁵ Council resolution 689 J (XXVI).

⁴⁶ E/C.4/SR.41 and E/3300.

understood that the conference should nevertheless be extended for about one week if necessary.

68. Some representatives expressed their concern that the time allotted had been reduced to eight weeks after the Commission, at its fourteenth session,⁴⁷ had clearly expressed its preference for a longer period. They thought that the eight-week period would reduce the chances of the conference completing its work on time and pointed out that reconvening at a later date would involve much greater expense. Other representatives thought that as governments would have to release technical experts from their normal work, the shorter period was more desirable, and that every effort should be made to complete the conference within eight weeks.

69. The Commission noted with satisfaction that the WHO Expert Committee on Addiction-producing Drugs had complied with its request, made at the fourteenth session,⁴⁸ to prepare a revised list of the preparations which are exempted from control (Schedule III of the third draft of the Single Convention on Narcotic Drugs) taking current therapeutic practice into account. In the present draft of the Single Convention, as under existing treaty law, certain less dangerous narcotic drugs, such as codeine, are subject to a more lenient régime and would be listed in Schedule II of the third draft. Preparations of such drugs adapted to a normal therapeutic use are, and will continue to be, exempted from control. The Commission considered that administrative difficulties might arise in the future,⁴⁹ as they have arisen in the past, from the fact that different governments interpret the phrase "adapted to a normal therapeutic use" in different ways. The Commission therefore unanimously adopted the following draft resolution proposed by the United Kingdom and France:

RESOLUTION 4 (XV)

Single Convention: Exempted preparations

The Commission on Narcotic Drugs,

Recalling that the Health Committee of the League of Nations established criteria for determining which preparations of codeine and ethylmorphine might be considered as "adapted to a normal therapeutic use" within the meaning of article 13 of the Convention of 1931 for limiting the manufacture and regulating the distribution of narcotic drugs,

Considering that those criteria were not entirely satisfactory and were applied in different ways in different countries, and that it is desirable that there should be a standard practice in this matter in all countries,

Considering also that those criteria were not applicable to drugs added to Group II at a later date, or to drugs which may in future be placed in Group II,

⁴⁷ Report, fourteenth session, para. 116.

⁴⁸ Commission resolution 5 (XIV).

⁴⁹ E/CN.7/SR.454.

Invites the World Health Organization to consider the possibility of that Organization adopting a procedure on the following lines :

(a) Receiving from governments suggestions as to preparations of Group II drugs which they consider should be exempted from control under the international narcotics conventions ;

(b) Recommending preparations suggested under (a) above for such exemption ;

(c) Considering from time to time, as necessary, any fresh proposals from governments for such exemptions ; and

(d) If it should be so agreed at the Plenipotentiary Conference to be called under Economic and Social Council resolution 689 J (XXVI), preparing, for inclusion in Schedule III, a list of drugs suggested by governments for exemption, and the exemption of which is recommended by the World Health Organization.

CHAPTER IV

ILLICIT TRAFFIC ⁵⁰

Introduction

70. The Commission noted that, in accordance with its decision at the fourteenth session,⁵¹ the Committee on Illicit Traffic, consisting of the representatives of Canada, China, France, India, Iran, Mexico, Turkey, the United Arab Republic, the United Kingdom of Great Britain and Northern Ireland, and the United States of America, had met in closed session at the Palais des Nations, Geneva, on 19 April 1960. The Committee unanimously elected Mr. T. C. Green (United Kingdom) as Chairman. The Committee continued to meet after the opening of the Commission's fifteenth session on 25 April, and held a total of eight meetings on 19, 20, 21, 22 and 28 April 1960.

71. Observers for Brazil, Burma, Cambodia, Cuba, Greece, Israel, Japan, Morocco, Portugal, Spain and Thailand attended the Committee's meetings. Representatives of ICPO and the Permanent Anti-Narcotics Bureau of LAS were also present.

72. The Committee and the Commission expressed their appreciation of the assistance and information furnished by the observers and representatives present at its meetings, and hoped that all countries invited to send observers in future would be able to do so (see also paragraph 22 above).

73. The Minister of Health of Iran, Mr. Adib, attended a meeting of the Commission⁵² at which the question of illicit traffic was discussed. He congratulated the Commission on its vigorous campaign against the illicit traffic in narcotic drugs, in connexion with which his own government was making determined efforts.

Review of the illicit traffic

I. SALIENT FEATURES

74. Fuller information on the illicit traffic, obtained from several official sources, was available this year. An improvement in the quality of reporting was noted.

⁵⁰ Agenda item 4 (E/CN.7/SR.446, 447, 448 and 456).

⁵¹ Report, fourteenth session, paras. 22, 27-30.

⁵² E/CN.7/SR.446.

Nevertheless, it was observed that some countries affected by the drug problem had made no reports and that data for others were lacking or were imprecise, particularly in respect of penalties, quantities of drugs seized and statistics on addiction. In some instances, reports contained unverified statements on the direction of the traffic which were of little value and were likely to lead to unprofitable debates in international bodies. While recognizing the many difficulties encountered in the accurate reporting of the illicit traffic, the Commission considered that prompt and full exchange of information was an important part of any international or national campaign against illicit trafficking. The attention of governments has been drawn to their obligations in this respect on several occasions, and the Commission once again appealed to all governments to make prompt, full and precise reports on the illicit traffic in pursuance of their treaty obligations and in response to the requests of the international bodies concerned.

75. The Commission welcomed the joint action taken by the secretariats of the United Nations and ICPO to simplify the current requirements and system of reporting seizures to international bodies. The principles which should govern procedure for the submission of reports on illicit trafficking have been discussed by the Commission at its third, fourth and tenth sessions.⁵³

76. The main drugs in the illicit traffic continued to be opium and the opiates, cocaine and cannabis. The sources of the opium traffic are located in the Far East and the Near and Middle East, the largest seizures of opium and opiates being reported from the Far East. This traffic supplies the many addicts in these regions, and enters international routes for markets in more distant countries. The traffic in opiates has wide international ramifications, is many-sided and is well entrenched. Several clandestine factories or laboratories for the manufacture of crude morphine and diacetylmorphine (heroin) were discovered during the year. Some representatives of the Commission again remarked that there was a tendency for the conversion of raw

⁵³ Report, third session, pp. 13-14; Report, fourth session, p. 13; Report, tenth session, paras. 321-323.

opium, especially the process of reducing it to crude morphine, to take place closer to the sources of illicit supply. The representative of Turkey stated that conversion took place wherever it was possible. The representative of India said that so far as India was concerned he could not agree with that view, as no clandestine manufacture of opiates had been detected in his country, although it was an opium producer. There appeared to be growing use of, and traffic in, diacetylmorphine; as previously, an extensive traffic in that drug was directed towards North America, Hong Kong, Japan, and China (Taiwan) by different international routes.

77. Better reporting has brought to light the existence of a substantial traffic in cocaine centred in South America, which had been suspected by the international bodies concerned and many national administrations. There is widespread manufacture of cocaine in this region, mainly in Bolivia and Peru. An extensive traffic in cocaine paste facilitates transport of the raw material for cocaine manufacture, and there is an increasing traffic in cocaine affecting many countries of the region and flowing towards the United States, notably through Cuba and Mexico. It was also noted that the cocaine traffic in South America had links with drug traffickers in Europe. The easy access to supplies of coca leaf in South America facilitates illicit cocaine manufacture, and the Commission's attention was drawn to the latest annual report of the Permanent Central Opium Board,⁵⁴ which mentions that only twice since 1928 (in 1954 and 1957) have the South America coca leaf producing countries declared their annual coca leaf production, and that even these data were conjectural.

78. The traffic in cannabis was heavy and there were no signs of abatement. This drug, known by several different names such as hashish, dagga, ganja, marihuana, kif, maconha, etc., is geographically the most widespread, and seizures were reported from every continent. While much of the traffic was domestic in character, a significant international traffic also continued to be reported, flowing from Mexico to the United States and from Lebanon to the United Arab Republic (Egyptian province). The representative of Turkey, referring to the hashish traffic towards the United Arab Republic (Egyptian province), expressed his astonishment that considerable quantities of hashish could cross the frontiers despite the severe measures allegedly taken.

79. Seizures of other natural drugs and their preparations were reported, but there were no indications of organized international traffic in such drugs.

80. There were some reports of seizures involving synthetic drugs; these were nearly all very small diversions from domestic licit channels, but one case of international trafficking was noted involving 94.3 g of methadone seized at the same time as 152.9 g of diacetylmorphine. The representative of Turkey considered that the reports made by governments on

synthetic drugs did not give a fair idea of the situation, as they made vague references tending to minimize the facts and contained imprecise data regarding the quantities seized.

81. The Commission again noted the transferability of addiction from one drug to another, usually to a more potent one. There were also indications that addicts to one drug turned, if necessary, to other drugs which were more easily available, at least as a carry-over. Some information was also available about the mixing of drugs for consumption by addicts. In establishing programmes of control or prohibition relating to narcotics, governments were invited to give due attention to this matter. The representative of India said that there was no clear evidence that the prohibition of opium consumption in his country had resulted in any significant increase in addiction to cannabis or other drugs; but possibly it was too early to see the trend clearly. The representative of Turkey said that in several cases natural drugs had been replaced by synthetic drugs and vice versa.

82. The Commission drew the attention of all governments to the traffic situation outlined in this chapter of its report, in order that they should not relax their vigilance. Clearly, a far greater consciousness of their responsibilities and a much greater effort on the part of governments were required, especially in view of the growing technological developments and increased facilities of communication which continually brought new aspects of the drug problem to light. Seamen, of course, continued to be important carriers in international traffic, and each year brought information of their cunning and ingenuity in concealing drugs in ships or boats; the dumping of drugs with attached buoys is a favourite method. The use of automobiles with special compartments was a regular feature of trafficking, especially in the Middle East and Europe and in some parts of the Far East. Another significant development was the increasing use of aircraft in the illicit traffic. The use of air transport was particularly favoured by traffickers in South America and also in some parts of the Middle East and the Far East, where some clandestine landing-strips were detected. Commercial aircraft in transatlantic flights were being increasingly used for trafficking by passengers. The Commission considered that governments should keep special watch on the use of aircraft by traffickers, and that the secretariats of the United Nations and ICPO should give particular attention to this problem.

83. The real determination of governments to eradicate the illicit traffic in their territories is a fundamental requirement for strong national legislation and efficient administration upon which effective international action can be based. In this connexion, it would be useful if governments were periodically to review their national arrangements in the light of developments and of the experience of other countries and the international bodies. The studies and reports made by these bodies are useful for this purpose, and the facilities made available through the current technical assistance programmes could be more fully utilized. The Commission

⁵⁴ E/OB/15.

noted that in many countries evidence of more concentrated efforts to control trafficking was to be found in the legislative and administrative measures taken during the year. Nevertheless, it was equally clear that in some others further and quicker action was needed. The representative of Turkey stressed that if legislative and administrative measures were not taken and applied with the same degree of security in producer, transit and consumer countries, the problem could never be solved as a whole. The Commission again considered it necessary to draw the attention of governments to the importance of prescribing severe sentences of imprisonment for trafficking in drugs; the imposition of fines, which in some of the cases reported appeared to be nominal, merely served to encourage illicit trafficking.

84. The international illicit traffic is highly organized and can be combated only by close international co-operation. In the first place, it is essential that there should be very close co-operation at the working level, especially along frontiers. Again, as in previous years, the beneficial results of close border co-operation in North America were mentioned as an example. The Commission was informed of the recent pact concluded between Turkey and Iran to strengthen and improve liaison arrangements at the enforcement level, particularly on their common frontier. The mutual benefits resulting from this step were stressed by the representatives of these countries, and the Commission congratulated their governments on this measure. It was stated that the Governments of Turkey and the United Arab Republic intended to negotiate a similar agreement in respect of the Turco-Syrian frontier; preliminary steps had already been taken and the technical details would soon be worked out. The Commission hoped that the agreement would soon be concluded; such a step should produce beneficial results in a region which was much plagued by trafficking. The Commission noted the statement of the representative of Iran that steps had been taken during the year to negotiate border agreements with Afghanistan and Pakistan, and hoped that the latter governments would co-operate without delay. The Commission also noted the wish of the representative of the United Arab Republic to negotiate a satisfactory border agreement with Lebanon, which should materially assist in dealing with the cannabis (hashish) traffic. The observer for Israel mentioned that his government was willing to co-operate with its neighbours in combating the illicit traffic, but that such co-operation had so far been refused. He hoped that the assurance given by the representative of the United Arab Republic that his country desired to co-operate with neighbouring countries in that task would apply to all neighbouring countries without any exception.

85. The Commission cannot stress too highly the importance of the close co-operation at the frontiers between neighbouring countries, which should result from broad and comprehensive agreements between them. Such co-operation seems to be of particular importance in some parts of the Far East and of South

America, where the terrain facilitates the activities of smugglers. The Commission hoped that the spirit of co-operation shown in the Turco-Iranian border pact would also be emulated in the near future by the countries of the Far East and of South America in which drug trafficking was rife. The representative of ICPO stressed that contacts between border authorities should be supported by exchanges between central offices, so that the centralization of information and the indispensable co-ordination could be rationally effected.

86. It was noted that information on traffic and traffickers was being directly and regularly exchanged among the competent authorities of several countries and that such exchanges were being extended. Several important cases had been prepared jointly by the authorities of many countries; the activities of the United States Bureau of Narcotics were noteworthy in that respect. The benefits resulting from such contacts were obvious, and the Commission drew the attention of all governments to the great importance of continuing and improving them. On the other hand, it was again noticed that there were still some difficulties in the way of direct exchanges of information and of close co-operation, particularly in some parts of the Near East and the Far East. Several representatives stressed that such a situation could only be to the advantage of the traffickers, and the Commission hoped that the governments concerned would soon take steps to remedy it. The United States representative said that in certain regions of the world co-operation between police services left much to be desired. Some representatives mentioned that the information given in direct exchanges was sometimes insufficient and vague, and considerable delays were experienced; they thought that enforcement authorities should be more precise and prompt in that respect. The representative of ICPO informed the Commission that an increasing number of communications were being exchanged within the framework of that organization and that its radio communication services were very much in demand, more recently by South American countries. He mentioned that in a recent visit to certain Middle East countries he had observed that there was complete willingness to co-operate on the part of enforcement authorities, but he had seen at first hand some of the difficulties involved. Between some countries there was a prompt exchange of information on the movements of notorious or suspected traffickers, so that effective international surveillance of their activities was possible; that type of co-operation might be profitably developed between other countries too. The Commission wished to record its appreciation of the services rendered by ICPO in the international campaign against the drug traffic.

87. The Commission was informed of the inter-country meetings on control of the illicit traffic that had taken place during the year. The observer for Brazil made a statement on the first inter-American meeting on the illicit traffic in cocaine and coca leaves, held at Rio de Janeiro from 21 to 25 March 1960.

The final act and resolutions adopted by that meeting were also made available to members. The Brazilian Government, acting on a suggestion made by the Commission at its fourteenth session, had invited the Governments of Argentina, Bolivia, Chile, Colombia, Cuba, Ecuador, Paraguay and Peru to participate in the meeting. Because of their special interest in the matter, the Governments of Mexico, Venezuela and the United States were also invited; the United Nations and ICPO were represented. There was a full and frank exchange of information on the cocaine traffic. The meeting noted that there was an alarming recrudescence of the illicit traffic in coca leaves and crude and refined cocaine in Bolivia, Peru and other American countries, and that the present and potential victims of that traffic were Argentina, Bolivia, Brazil, Canada, Chile, Colombia, Cuba, Ecuador, Mexico, Paraguay, Peru and the United States. The Commission stressed the importance of the co-operation of the American countries in this matter and the significance of the results of the meeting. These results are embodied in the recommendations contained in four resolutions for implementation by the states concerned, covering the whole field of national control and international co-operation. The Commission was gratified at the important step taken in this region and unanimously adopted the following draft resolution prepared by the Rapporteur at its request:

RESOLUTION 5 (XV)

First Inter-American Meeting on the Illicit Traffic in Cocaine and Coca Leaves

The Commission on Narcotic Drugs,

Having been informed of the first inter-American meeting on the illicit traffic in cocaine and coca leaves held at Rio de Janeiro, Brazil, from 21 to 25 March 1960 in pursuance of a suggestion made by the Commission on Narcotic Drugs at its fourteenth session,

Noting that this meeting was attended by representatives of Argentina, Brazil, Bolivia, Chile, Colombia, Cuba, Ecuador, Mexico, Paraguay, Peru, Venezuela and the United States of America, and observers for the United Nations and International Criminal Police Organization,

Expresses its sense of the significance of the work accomplished and the results obtained at this meeting, which are embodied in recommendations included in four resolutions for implementation by the States concerned;

Congratulates the Government of Brazil on its initiative in calling the meeting and on the results achieved, and thanks it for the excellent arrangements made, which greatly contributed to the success of the meeting.

88. The representative of ICPO informed the Commission of the meeting of enforcement officers of south-east Asian countries held at Lahore, Pakistan, on 18-23 January 1960. The meeting, which was the first

of its kind in the region, was attended by the enforcement services of thirteen countries and the traffic situation in the Far East was fully discussed. The ICPO representative communicated, for the information of members of the Commission, a final confidential report on the ground covered by the meeting, which included the following matters: general aspects of the illicit traffic (an exposé of the situation by drug and by country, the main known traffickers, their influence and activities); special problems arising from the illicit traffic; organizing suppression on a national level; the common struggle against the illicit drug traffic; the international system for controlling drugs, and miscellaneous subjects. The Commission congratulated ICPO on organizing this meeting and on the results achieved, and expressed its special thanks to the Government of Pakistan for its co-operation and for the excellent arrangements made, which had greatly contributed to the success of the meeting.

89. The representative of the Permanent Anti-Narcotics Bureau of the League of Arab States informed the Commission of the conference on narcotic drugs of the Arab States, the third of its kind, which took place in Cairo, from 7-10 March 1960. This year LAS invited a number of other countries affected by the traffic situation in the Middle East, and the international bodies concerned, to send observers. The meeting dealt, in particular, with the narcotics problems affecting the Arab countries in the light of the report of the Middle East Narcotics Survey Mission. A confidential report adopted by the meeting was made available, and the representative drew attention to the decisions taken by the Arab States on further steps for dealing with the traffic situation. The Commission took note of the above information.

90. The representative of Turkey considered that the meeting had not served any useful purpose. Most of the participants were diplomats of the Arab States, who had little to contribute to effective narcotics control. The report submitted contained no facts or suggestions which had not already been put forward, and it was regrettable that references were made to the control situation in countries not present at the meeting, whereas there was no discussion of the legislative and administrative measures to be adopted by the Arab States themselves to control illicit trafficking. Furthermore, in view of the fact that the number of cannabis addicts was eight times that of opium addicts, there had been insufficient discussion of the cannabis problem.

91. The Commission thought that the above meetings had been important and useful. The direct contacts and exchanges between officials of different countries, the first-hand information obtained on the illicit traffic and the adoption of common measures to control trafficking were some of the fruitful results. Experience clearly showed that there was a place for such meetings in national and international programmes relating to the drug traffic. The Commission hoped that there would be further development along these lines in the near future, and observed that for the maximum benefit to

be obtained such meetings should be well planned, intensively organized and attended by officials more or less directly concerned with control of the drug traffic. The participation of international bodies in such meetings would provide valuable help, guidance and information. The Commission also strongly supported the idea of holding periodic informal regional conferences to be attended by narcotic law enforcement specialists, which should have fruitful results. It unanimously adopted the following draft resolution proposed by India, Turkey and the United States.

RESOLUTION 6 (XV)

Regional Conferences for Narcotics Control

The Commission on Narcotic Drugs,

Having considered the remarks of delegations regarding the importance of regional conferences concerning narcotics control, and

Noting the encouraging results of such conferences during recent months,

Invites governments to consider the possibility of furthering such regional conferences either on their own initiative or through the United Nations.

92. Finally, the Commission emphasized that there are other methods of improving regional co-operation for narcotics control besides regional conferences and missions such as the Middle East Mission. It invited the Secretary-General, in drawing up the programme of work of the Secretariat, to give special attention to ways and means of furthering the development of co-operation between governments with common or interlocking regional problems, and between these governments and the international bodies.

II. THE SITUATION AS REGARDS INDIVIDUAL DRUGS

Opium and the opiates

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

93. The heaviest seizures of opium were again reported from the Far East and the Near and Middle East.⁵⁵ The Commission noted that the international illicit opium traffic in the Far East was mainly supplied by clandestine production in the Thai-Burma-China border areas, but that it was difficult to state the precise location of the sources. There were reports of illicit opium production in Burma, Laos and Thailand; the traffic affecting Viet-Nam was, to an increasing extent, in the hands of large organizations. The United States representative said that the total 1959 seizures of 483 kg of raw opium reported by Laos included a single seizure of 464 kg stated to be destined for Thailand. Traffic flowed through Thailand and on to Malaya, Singapore and Hong Kong.

⁵⁵ E/CN.7/387, paras. 17-87, 251-279; E/CN.7/388, pp. 5-46; E/CN.7/R.10/Add.42.

94. While no official report on the illicit traffic during 1959 had been sent to the United Nations by Burma, the Commission's attention was drawn to a communication⁵⁶ made by the Burmese Government in response to several requests and reminders. The communication stated that there was illicit traffic in opium through the Shan States of Burma, over which the Union Government had had no control in the past. With the handing over of feudal powers by the *Sawbwas* after prolonged negotiations, it was expected that there will be an appreciable decline in the flow of illicit opium from the Shan States. The situation in the Shan States was further complicated by the presence of remnants of KMT troops who were maintaining themselves largely on the profits of the opium trade. It was reported that they received their supplies periodically by air. The hope was expressed that neighbouring countries would co-operate in dislodging these troops from the border region. Illicit cultivation of the poppy was also carried on in the unadministered Wa State and in the regions along the Burmese frontiers bordering on Yunnan (China), Laos, Viet-Nam and Thailand. In this connexion, the representative of China recalled that in 1953-1954 his government had arranged to repatriate to Taiwan, with the assistance and co-operation of other interested governments, a substantial proportion of the guerillas in the Burmese border area, who included not only Chinese, but also local tribesmen of the area. Furthermore, his government had refrained from giving any aid to the remnant of these guerrillas, nor had it exercised any form of control over them; hence it could not be held responsible for any action they might engage in. The Burmese Government also stated in the communication mentioned above that it was taking steps systematically to destroy the poppy plantations in the Kachin states and was ready to co-operate with its neighbours and with the international bodies concerned, in controlling the illicit traffic.

95. The representative of the United States referred to press reports of illicit opium traffic out of Burma and the smuggling of gold back into that country. Other representatives confirmed the view that there was a connexion between opium and gold smuggling in the Far East. The observer for Burma stated that his government was not aware of any such traffic.

96. The Commission was seriously concerned at the continuing heavy flow of opium (and crude morphine) through Thailand, and the usual statement in that country's report that the sources of the traffic lay beyond the northern frontiers of Thailand was questioned. The relatively light penalties imposed on traffickers were also queried. The observer for Thailand said that his government had done its utmost to control the traffic in opium and opiates, which came from abroad and were mostly destined to be smuggled out of the country. Thailand had made a noteworthy contribution by the implementation of the law for the abolition of opium smoking on 1 July 1959. A special sanatorium for addicts had been established; arrangements had

⁵⁶ E/CN.7/378/Add.1, annex, paras. 26-33.

been made for several hospitals to participate in the programme of treatment. The Government provided free treatment for all convicted addicts, and private clinics had been invited to participate in the programme. The new law prescribed higher penalties for traffickers and smokers: imprisonment for up to 20 years and fines up to 100,000 bahts (US \$5,000) or more. The Government of Thailand had co-operated fully with the international bodies concerned, and was willing to co-operate with its neighbours. He asked the Commission to consider all the aspects of the problem and assured it of his country's full co-operation.

97. The representative of the United Kingdom mentioned that the problem of control in Hong Kong was extremely difficult. The territory was only about 400 sq. miles in area, but it had a coastline and land border of approximately 400 miles. The population had swollen from about 600,000 in 1945 to 3 million, mostly by influx of refugees, and the large number of small boats and junks (over 24,000) further complicated the problem. The Hong Kong authorities were taking drastic action and the Government's recent White Paper on the subject, to which he called the Commission's attention, gave a clear picture of the situation. Diacetylmorphine was the predominant drug of addiction, being used by about two-thirds of the addicts. Opium and morphine continued to flow along the Bangkok - Hong Kong route. During the past year, the Hong Kong authorities had received better co-operation from the neighbouring countries and several interesting cases had been jointly investigated. In Singapore, there were encouraging signs of improvement. Seizures of opium had been declining and the younger generation was not taking to opium smoking. That improvement was partly due to the strict control exercised in the opium producing countries which had previously supplied illicit opium to the region.

98. The United Kingdom representative said that he had recently visited this region and that he sympathized with the difficult control problems faced by the authorities of the countries in it. He thought there were other countries in the region besides Thailand which needed to take stronger measures to deal with the situation. The areas concerned were wild mountainous country, with inadequate communications, inhabited by nomadic tribes or peoples. In some places there was little effective administration, and there were deep-rooted traditions in regard to opium growing, consumption and trafficking; moreover, there were economic and administrative complications. Nevertheless, countries had fundamental obligations to control the production of drugs and the illicit traffic, and the region in question supplied illicit drugs to other parts of the world—a fact which had been stressed by the representative of the United States with his own country in mind. The Commission again noted that there was need for improvement in international co-operation in this part of the world beyond the steps already taken, and expressed the hope that useful measures would soon be taken.

99. It was observed that there was a small inter-

national traffic in opium originating in the Indo-Pakistan sub-continent. The representative of India drew attention to the strict measures adopted by his government, described in the report for 1959 and previous years. He stressed that in relation to the size of the country, its population, and its large licit opium production, mostly for export orders, the traffic reported to be emanating from India was insignificant and reflected the efforts of his government to control trafficking.

100. The Commission noted that opium smoking and other non-medical consumption of opium in the Far East was being gradually reduced; this was largely due to the vigilance of governments. At the same time, however, there were signs of growing illicit use of the opiates in some countries, which needed attention.

101. In Africa, as in Europe and Oceania, the opium traffic and opium addiction were insignificant.

102. The Government of Mexico informed the Commission that it was actively continuing its permanent campaign for the total elimination of clandestine plantations of the opium poppy. The domestic consumption of opium (and opiates) presented no serious danger in Mexico.

103. Large quantities of opium were reported seized by countries in the Near and Middle East. The representative of Iran mentioned that opium seizures in his country amounted to over ten tons in 1959, a five-fold increase compared with 1958; most of the opium seized had been smuggled in from the neighbouring countries—Turkey, Afghanistan and Pakistan. There was some clandestine cultivation of opium poppies in the south, but the quantities were negligible. He pointed out that his country had made heavy sacrifices to carry out the programme of opium abolition and hoped that better control would be exercised in the neighbouring countries (see also paragraph 84).

104. The representative of the United Arab Republic made a long statement on the opium traffic, which he considered was almost entirely supplied by smuggling from Turkey. He gave details of the routes followed and the methods adopted, and particulars of some important traffickers and traffic cases involving opium smuggling. Much of the traffic through Syria, a transit country on the route of the regional traffic, was carried on by foreign nationals, and he mentioned certain cases in which better border control was needed. During 1959 over 4,000 kg of opium had been seized. Details of seizures made near the Turkish border had been communicated to the Turkish authorities, and his government was willing to co-operate whole-heartedly with all countries and with the international bodies. The Syrian authorities had made great efforts to control trafficking; special offices had been set up at important junctions, and there would soon be unified legislation for the two provinces of the United Arab Republic. The representative of the United States expressed astonishment at the large quantities of opium recently seized in the Syrian province (4,078 kg in 1959, 6,650 kg in 1958). He congratulated the Syrian authorities for

their vigorous efforts, which had struck a severe blow at a traffic mainly directed towards his country.

105. The representative of the Anti-Narcotics Bureau of LAS confirmed that there was no decrease in the regional opium traffic, of which the main destination continued to be the Egyptian province of the United Arab Republic, where 1,394 kg of opium had been seized in 1959. Small clandestine crops of opium poppies had been discovered, but they were of negligible size. To improve the border control on the Turco-Syrian frontier he had approached the Turkish authorities with a view to negotiating a border agreement, which he hoped could soon be concluded.

106. The representative of Turkey considered that the remarks concerning his country made by the representative of the United Arab Republic were inaccurate, a distortion of the facts, and therefore inadmissible. He reminded the Commission that Syria had long been under deep suspicion of being an important centre of illicit trafficking, and no co-operation or information had been received from that country for years, despite repeated requests. Even now, there was little information about the legislative and administrative measures taken there to control trafficking. The representative of the Permanent Anti-narcotics Bureau of LAS had referred to Turkey and Lebanon in his statements without giving any useful information about the other States members of the Arab League. He drew the Commission's attention to the steps taken by his government to control illicit trafficking, described in Turkey's annual report for 1959 and previous years. The new opium law and regulations adopted in 1959 had been important additional steps in conformity with international treaties. His country's legislation was the strictest with regard to penalties, and strict control was being exercised along most of the frontiers. There was little or no addiction in Turkey, which was a producer country; close co-operation existed with other countries and with the international bodies, and Turkey had fulfilled all its international obligations. It was in the light of this record that the statements made by the representative of the United Arab Republic should be considered. Individual cases of illicit trafficking involving Turkish nationals should not be permitted to confuse the main issues, and mutual accusations were not in accordance with the traditions of the Commission. His government was always ready to co-operate with its neighbours—as was shown by the border pact with Iran—and with other States, particularly the United States. Given good will, a similar pact could soon be concluded with the United Arab Republic. The representative of the Permanent Anti-narcotics Bureau of LAS was not competent in such matters, in which proper diplomatic procedure should be followed. The representative of Turkey regretted that the Arab States repeatedly complained of traffic alleged to be coming from neighbouring countries, but did not appear to make any serious efforts to curb the traffic in their own territory: it was significant that the number of known opium addicts had fallen from 230,000 to 130,000, while the number of hashish addicts had increased from

400,000 to 830,000 in the period of one year. The inaccurate statistics of seizures and addiction which were placed before the Commission from time to time caused confusion in estimating the illicit traffic. He earnestly hoped that measures to control the traffic in the region would be strictly and conscientiously applied.

In his opinion, the United Arab Republic and the countries of the region which had not yet done so should: (1) enact severe legislation and communicate the texts to the United Nations; (2) investigate why they had such a large number of drug addicts; (3) take effective administrative measures; (4) be more cautious in reports of seizures and estimates of addicts, which were reported to double or triple from one year to another; (5) study the possibility of illicit cultivation on their vast territories and guard against diversions from the licit cultivation of hemp; (6) make arrangements to help one another fulfil their international obligations and put an end to their repeated shortcomings in that respect reported in international documents; (7) submit their annual reports regularly, in order to throw more light on the situation and help the Commission in its work; (8) check their tendency to make excuses and show a spirit of collaboration, such as existed in the Commission, by making reports of all seizures with the necessary information and submitting any supplementary information requested of them; (9) cease stating that hundreds of seizures were made of drugs of Turkish origin, while reporting only a few concrete cases of seizures; (10) approach the competent authorities, in this case the Ministry of Foreign Affairs, with a view to concluding a bilateral treaty with Turkey, which was quite prepared to negotiate; (11) take action against addiction themselves before requesting the assistance of international organizations.

107. The representative of the United Arab Republic considered it most regrettable that the Turkish representative had made the above remarks concerning his country and other Arab States and wished to record his strong protest. The United Arab Republic had long been a party to all the international treaties on narcotic drugs. Its legislation was comprehensive and covered all aspects of narcotics control; penalties of up to life imprisonment and fines of up to £10,000 (Egyptian) were prescribed. There was a special department for combating the illicit traffic in drugs; other government departments had control and supervisory functions in respect of different aspects of narcotics control; and since 1957 there had been a high council for combating smuggling. His government had submitted reports to the international bodies concerned, and was carrying out all its responsibilities and obligations under the international treaties on narcotic drugs. It had repeatedly and officially invited and urged co-operation and would continue to do so. But the essential problem in the region was the existence of large supplies of raw materials, which were pouring out from the areas of production to neighbouring countries. Without effective control at the sources of production, the control of

illicit traffic farther along the routes and in the victim countries was nearly impossible. He hoped that the new Turkish law on opium cultivation and production would effectively suppress the diversion of opium to neighbouring countries. Everyone knew that hashish cultivation in Lebanon was a serious problem. His government was making every effort to combat addiction, and would continue to do so, but in fact his country was the main victim of the organized traffic in the region. The facts had been brought to the attention of the Commission in order to bring about an improvement in a terrible situation, and his government wished the Commission to take strong and positive action. His government hoped that the Economic and Social Council would adopt a resolution on the question and it desired continued international supervision in the region.

The opiates (crude morphine, morphine base and diacetylmorphine)

108. The clandestine manufacture of crude morphine and morphine base was again seen to be centred in the Far East region, which reported five-sixths of the total seizures, and in the Near and Middle East.⁵⁷ The process of conversion to diacetylmorphine generally took place in countries along the route of the international illicit traffic. Crude morphine of good quality, in block form, came from sources in the neighbourhood of Thailand and was smuggled to Hong Kong, Macau, Malaya and Taiwan. The "999" brand of morphine blocks was found quite frequently in the illicit traffic; the source was apparently clandestine manufacture somewhere in the Burma-China-Thailand border regions. The representative of the United States of America was of the opinion that the drug was obtained from sources in communist China. Japan and the United States of America reported an interesting case of morphine smuggling in which the drug was traced back to sources in Laos.

109. The detection of several clandestine laboratories for the manufacture of diacetylmorphine was reported by Hong Kong and Macau. A traffic in the drug was reported from these areas to Taiwan and to Japan. Investigations jointly carried out with agents of the US Bureau of Narcotics had brought to light organized trafficking in this drug to the United States. The Commission noted that addiction to diacetylmorphine in many parts of the Far East was extensive and serious.

110. The representative of China mentioned that all the drugs used by addicts in Taiwan province were smuggled in from abroad, and their source was traced to the Chinese mainland under Communist occupation. Most of the drugs seized had been smuggled into Taiwan by illicit traffickers in Hong Kong, Macau, Japan, Thailand and other areas; the smuggled drugs were mostly intended for the illicit market in Taiwan. The representative of the Union of Soviet Socialist Republics said that the baseless and completely false insinuations of the representative of the Taiwan

authorities were nothing but a further attempt to use a technical commission of the Economic and Social Council for political purposes — namely, to slander the People's Republic of China. The representative of Hungary considered that it would be improper for the Commission to record the serious accusations made against the People's Republic of China while no representative of that country was present. He again regretted that such a large country should not be represented on the Commission; as a result almost one-quarter of the world's population was excluded, for political reasons, from participating in the struggle against the abuse of drugs. The representative of China, replying to these remarks, said that the opinion of the government concerning the origin of certain narcotic drugs was backed by information available to it and that its opinion was shared by a number of other authorities.

111. The representative of the United Kingdom mentioned that there was extensive addiction to diacetylmorphine in Hong Kong, where it was the favourite drug of addicts. He described several methods of consumption of the drug in the colony: a particularly noticeable feature was admixture with barbiturates. The diacetylmorphine traffic, which was being supported by a flow of crude morphine and opium from abroad, had placed a very serious burden on the Hong Kong authorities, as could be seen from the White Paper on the subject. The authorities in Hong Kong were not aware of any evidence of a traffic in narcotics from the mainland of China through Hong Kong. It was known that quantities of narcotics reached Hong Kong via Thailand, and there was also a traffic between Macau and Hong Kong.

112. The representative of ICPO believed that recent information indicated that the Portuguese authorities in Macau were making great efforts to curb traffic in that province.

113. The observer for Japan confirmed that diacetylmorphine was the most important drug in the illicit traffic in his country; it was all smuggled from abroad, mostly through Hong Kong.

114. The Commission noted that several clandestine laboratories for the manufacture of opiates had been detected in the Near and Middle East. Most of them were for the manufacture of crude morphine for transport to countries farther along the route of the illicit traffic. There was some evidence of increased use of diacetylmorphine in countries of the Middle East, such as Lebanon, while in Iran the closing of three diacetylmorphine laboratories had greatly reduced the use of this drug. The representative of the Anti-narcotics Bureau of LAS drew the Commission's attention to the dangers of the spread of addiction to diacetylmorphine in the region.

115. As previously, a transit traffic was reported in some European countries, notably France and Italy. The representative of France drew the Commission's attention to the fact that this type of traffic was carried out by organized gangs with international ramifications and that its detection entailed a considerable amount of

⁵⁷ E/CN.7/387, paras. 88-143, 280-292; E/CN.7/388, pp. 61-77.

work by the enforcement services. On the occasion of the seizure of 5 kg of diacetylmorphine at Marseilles, a clandestine laboratory for the manufacture of that drug had been discovered. In the Orly case,⁵⁸ a French trafficker had been sentenced on appeal to three years' imprisonment, while his Mexican colleague had absconded. The representative of France stressed the importance of close collaboration between the enforcement services of the countries affected by this traffic. He urged full co-operation, particularly from the countries bordering on the Mediterranean, and regretted that long delays were sometimes experienced in the transmission of information requested from certain countries: for example, Cuba. He remarked on the increasing efficiency of the international radio network of ICPO. Lastly, he again stressed the necessity of attacking the illicit traffic in the opium producing countries, which was much more effective than making seizures of drugs more or less elaborately manufactured during transit.

116. The main targets of the international illicit traffic in diacetylmorphine continue to be the North American continent, Hong Kong, Japan and Taiwan. The representative of Canada confirmed that diacetylmorphine was the main drug in the illicit traffic in his country and said that all supplies, which seemed to be plentiful, came from abroad. He mentioned in particular the Cotroni case, which had indicated that the sources of supply were in Europe and the Near East. Very severe penalties were imposed on traffickers in Canada and there was strict control at ports and frontiers; there was also close and effective co-operation with the United States authorities in the common fight against the illicit traffic. The Canadian representative expressed the serious concern of his government at the continuing high level of traffic in diacetylmorphine and hoped that other countries would apply control much more strictly.

117. The representative of the United States expressed the very grave concern of his government regarding the illicit traffic in diacetylmorphine, of which his country was one of the principal victims. This traffic was supported entirely by narcotics smuggled into the country. The principal known sources of the diacetylmorphine seized in the United States were Hong Kong, Mexico and communist China. In this connexion, he mentioned a number of specific cases included in chapter XI of the United States' annual report for 1959: on 6 May 1959, the authorities had arrested Joe Q. Poy, Won Back Toy and Lee. W. Guey and seized 197 g of diacetylmorphine which the defendants claimed came from Communist China; on 6 June 1959, with the arrest of Lee Edgar Sertain the authorities had put a stop to the activities of an important trafficker who was constantly seeking outlets through Hong Kong into the United States for diacetylmorphine he obtained from communist China in enormous quantities; in a joint investigation with the Mexican authorities, two well-known traffickers had been arrested on 11 November 1959 as they were about to deliver 3 kg

of pure diacetylmorphine to undercover agents; in another case, a notorious Mexican trafficker, Emilio Rosas, had been arrested after joint investigations. The representative of Mexico said that the territory of his country was used as a stepping-stone for the diacetylmorphine traffic into the United States.

118. Diacetylmorphine from sources in the Near and Middle East and from European countries was also received in transit from Canada. In this connexion also, special mention was made of the Cotroni case, investigated jointly by United States and Canadian authorities, in which the traffickers were estimated to have supplied approximately 300 kg of pure diacetylmorphine annually to the illicit traffic in the United States. The United States representative also drew attention to several important cases that had been investigated during the year in Turkey, Lebanon, Italy and France in conjunction with agents of the United States Bureau of Narcotics. On 26 December 1959, the Turkish authorities had discovered a clandestine laboratory, and investigations showed that the diacetylmorphine produced was intended for shipment to New York City. In July 1959, the Lebanese authorities had arrested an important trafficker carrying 13 kg 600 g of morphine base from the Syrian province of the United Arab Republic for delivery to traffickers in France. Joint investigations carried out with the Italian authorities had led to the arrest in September 1959 of Giuseppe Pici, known to be the head of the largest ring of traffickers engaged in smuggling narcotics and aliens from Italy into the United States.

119. The representative of the United States stressed that he was bringing these cases to the attention of the Commission with the sole intention of showing the grave situation facing the United States with regard to the smuggling of diacetylmorphine from abroad. Close international collaboration was essential to curb the flow into his country and, on behalf of his government, he wished cordially to thank the governments of all those countries which had whole-heartedly co-operated with the United States authorities.

120. The pattern of conspiratorial organization of the traffic within the United States was evident again this year. The authorities had taken severe measures and were vigorously combating the traffic. In the Orlandino case, several traffickers had been arrested and the principal had been sentenced to ten years' imprisonment; one of the traffickers had been murdered by his associates for having introduced a narcotics agent into the Orlandino organization. In the John Freeman case, the principal trafficker of one of the largest interstate organizations handling diacetylmorphine had been sentenced to twenty years' imprisonment. In the Vito Genovese case, reported last year,⁵⁹ the traffickers received sentences up to twenty years' imprisonment. It was pointed out that in many of the cases investigated during the year, the traffickers were criminals with notorious records of crimes of violence. The United States representative stressed that greater efforts should

⁵⁸ Report, thirteenth session, para. 197.

⁵⁹ Report, fourteenth session, para. 179.

be made by all countries to curb the international traffic in the opiates.

121. The representative of the Union of Soviet Socialist Republics considered that the attempts of the United States representative to misrepresent the People's Republic of China as a source of morphine and one of the principal known sources of diacetylmorphine seized in the United States, as well as all such attempts contained in document E/CN.7/394, had no foundation whatsoever. It was inadmissible that States should be accused of being sources of illicit trafficking solely on the basis of the statements of arrested traffickers or unverified documents confiscated at the time of seizure of narcotics. She noted with regret that such statements by the United States representative showed that the Government of the United States was not complying with the resolution on illicit traffic adopted by the Commission at its tenth session,⁶⁰ which recommended that governments should communicate to the countries from which seized narcotics would seem to come all such information as would enable those countries to conduct an inquiry into the origin of the narcotic drugs, and that in official documents governments should refer to the origin of a seized drug as being "certain" or "suspected" only after previous consultation with the government concerned. The representative of the Union of Soviet Socialist Republics considered that it was wrong to make accusations against the People's Republic of China in the absence of lawful representatives of that country. That procedure showed once again that the system of international control of narcotic drugs would remain ineffective and inadequate until such time as the representatives of the People's Republic of China took their lawful seat on the Commission on Narcotic Drugs. In reply, the United States representative said that pursuant to the resolution adopted at the tenth session of the Commission, all narcotics cases and seizures in the United States indicating communist China as the origin were duly reported to the only recognized Government of China — namely the Republic of China. The representative of Hungary supported the statement made by the representative of the Union of Soviet Socialist Republics.

Cocaine

122. The Commission observed that although reports were known to be incomplete, seizures of cocaine were already over three times the total seizures reported for 1958.⁶¹ The traffic was centred in South America, mainly Bolivia and Peru, where plentiful supplies of coca leaves were available; there was an extensive traffic in cocaine paste in several countries of the region; and clandestine laboratories for the manufacture of cocaine were reported to be widespread. The representative of Peru drew attention to his country's annual report, which described the severe measures adopted for the suppression of clandestine activities. As a result of the strong legislative and administrative measures

taken, some progress had been noted despite the difficulties encountered. The Commission recalled its debates last year on this question.⁶² Its attention was drawn to a communication⁶³ received from the Argentine Government reporting that the illicit traffic in coca leaves occurred in the north and was carried on by so-called "ant-smuggling" by persons crossing the Bolivian frontier daily at authorized places, who hid the contraband on their person, or by passengers in trains, ferries or cars. Another method was to cross at unauthorized places, thus evading Customs control and taking advantage of the great length of the frontier. According to confidential reports received, it appeared that the cocaine seized might have entered the country over the Bolivian or Paraguayan frontier, but the possibility could not be excluded that it might have come in either from Europe or from North America through the port of Buenos Aires.

123. The Commission noted that there was a traffic in cocaine from South America to Europe. The raw material in a clandestine laboratory discovered in Italy was reported to have been obtained from Peru; in another seizure of cocaine South America was also reported as the source.

124. The representative of ICPO remarked that the cocaine traffic in South America was nothing new, but that better reporting and better international co-operation were bringing more light to bear on it.

125. The representative of the United States said that there was a definite increase in the cocaine traffic affecting his country. Cocaine was being smuggled from South American countries, particularly through Cuba and Mexico to the United States. The seizures made in 1959 in the United States were larger than the total seizures for the past five years, and there were indications that the traffic was on the increase. At the meeting held at Rio de Janeiro in March 1960, there had been a full and frank exchange of information, and it was his recollection that the quantities of seizures reported at that meeting were much larger than indicated in the documents before the Commission. He gave details of two cases of trafficking included in the United States report for 1959, in which the known sources of the cocaine seized had been Chile and Ecuador. He also mentioned a case of cocaine smuggling which had been investigated jointly with the Mexican authorities. He wondered whether the observer for Cuba had further information on the cocaine traffic.

126. The observer for Cuba informed the Commission that according to the information communicated to him by the Cuban authorities seizures made during the latter half of 1959 and the first quarter of 1960 had been as follows: cocaine, 1 kg 601 g; diacetylmorphine, 40 g. Thirty traffickers had been arrested. Furthermore, a clandestine laboratory for the manufacture of cocaine from cocaine paste had been detected.

127. The observer for Brazil gave the Commission some information on the first inter-American meeting

⁶⁰ Report, tenth session, annex B, resolution VI.

⁶¹ E/CN.7/387, paras. 144-164, 293-296; E/CN.7/388, pp. 78-83.

⁶² Report, fourteenth session, paras. 182-191.

⁶³ E/CN.7/378/Add.1, annex, paras. 82-88.

on the illicit traffic in cocaine and coca leaves held at Rio de Janeiro in March 1960. The Commission's comments on this meeting are contained in paragraph 87.

128. The Commission observed a need for better reporting by the countries affected by the cocaine traffic, and urged the countries in South and Central America to give attention to its repeated requests for improvement in that respect. If there were any administrative or technical difficulties in preparing reports, the Commission was sure that the secretariats of the international bodies could assist governments, or fuller use could be made of the current programme of technical assistance. From what was already known it was clear that the cocaine traffic had reached serious proportions and continued and increasing efforts on the part of the countries involved would be needed for many years to come. The Commission hoped that some concrete steps would be taken by the governments concerned to implement the recommendations of the Rio meeting and that more information about those steps would be available at its next session.

Cannabis

129. The information received this year⁶⁴ confirms the pattern of the cannabis traffic described by the Commission in some of its previous reports. Over 646 tons of cannabis, mostly in crude form, were reported seized and, with the exception of Oceania, every region of the world reported significant seizures.

130. The representative of India said that the traffic in cannabis drugs in his country was entirely domestic. The main problem there was the growth of the wild cannabis plant. With the exception of four states, there was complete prohibition of cannabis (ganja) production for non-medical purposes. Even in those states, strict control was being exercised and the acreage of cannabis progressively reduced. The illicit traffic across the borders from Nepal was being energetically tackled by the state governments principally affected by the traffic and the matter was also expected to be discussed shortly by the Government of India at a conference with representatives of the Nepal Government.

131. International traffic in cannabis drugs was largely between countries with common frontiers. This was true of most of Africa and South America. There was also a widespread traffic carried on by seamen. The representative of the United Kingdom pointed out that the bulk of cannabis seizures in his country involved ships returning from Far Eastern ports, notably Rangoon. The observers for Burma said that there were other countries on the international shipping routes, and there was no conclusive evidence that the drug mostly came from Rangoon. Other European countries also reported ships as being the chief carriers of this drug.

132. The traffic in marihuana from Mexico into the United States continued to be serious. The represen-

tative of Mexico, referring to his country's annual report, emphasized that his government was continuing its permanent campaign against the illicit cultivation of cannabis.

133. The Commission noted that the traditional regional traffic in hashish in the Near and Middle East continued unabated. The main source of this traffic appeared to be hashish cultivation in Lebanon, with the Syrian province of the United Arab Republic, Jordan or Israel as transit countries, and the Egyptian province of the United Arab Republic as the principal target. There were also secondary routes and markets in the region. The representative of Turkey was not at all convinced that all illicit cannabis came from Lebanon, or that because cannabis cultivation was prohibited in the vast territories of other countries, illicit cultivation could not exist there. The representative of the United Arab Republic informed the Commission that the cultivation of cannabis in the Syrian province was prohibited, and that it was smuggled from Lebanon, in transit to the Egyptian province. Recently there had been indications that the use of hashish was increasing in his country, and he gave details of the routes of smuggling, methods of smugglers and some typical traffic cases. He feared that unless more positive steps were taken the situation might deteriorate, and he suggested that the United Nations establish a regional office or bureau in the Middle East, along the lines of other regional international units.

134. The representative of the Permanent Anti-narcotics Bureau of LAS informed the Commission that he had hoped the Lebanese Government would take active steps to put a stop to hashish cultivation, but that so far nothing had been done. The Egyptian province of the United Arab Republic was the principal victim of the hashish traffic in the region, and during 1959 over four tons of hashish had been seized. The decrease in the quantity seized compared with 1958 was due to the development of new routes by smugglers, regarding which he had warned the Egyptian authorities three or four years ago. The Arab States had expressed the view at their recent conference that the most effective measure would be an increase of international supervision in some continuing form.

135. The observer for Israel mentioned that his country was on the route of the regional hashish traffic and was doing its best to intercept it. Better results would be obtained if there were more effective co-operation from neighbouring countries; it was regrettable that such co-operation in the common interest of humanity was totally refused.

136. The representative of Turkey could not agree with the remarks reported in paragraphs 133 and 134 above. It was impossible to believe that sufficient quantities for the needs of Egyptian addicts, as previously reported by the representatives of the United Arab Republic, could be supplied from Lebanon alone. There must clearly be additional sources of hashish, and he mentioned the report of illicit cultivation in the Syrian and Egyptian provinces as an example.

⁶⁴ E/CN.7/387, paras. 165-211, 297-312; E/CN.7/388, pp. 47-60.

Furthermore, he emphasized that the quantities reported seized — namely, four tons of hashish did little credit to the enforcement services of the United Arab Republic when compared with the probable extent of an illicit traffic which was annually supplying the needs of over 830,000 addicts. With regard to the proposal for a further international office, the representative of Turkey considered that such an office would be quite useless; moreover, there was a danger of its becoming a mere political instrument liable to impair the prestige of the United Nations. He stressed that prior consideration should be given to effective legislative and administrative measures to be adopted and applied by the Arab States themselves, which were repeatedly complaining of being the victims of illicit traffic in the region. The proposal put forward on behalf of the Arab States was not even fully supported by all of them, as could be seen from the previous attitude of the Lebanese observer.

Synthetic drugs

137. The reports on seizures of synthetic drugs were vague in several instances; moreover, the information was incomplete by comparison with the data for 1958.⁶⁵ The Commission hoped governments would give further and more precise information on seizures of synthetic drugs, however small, so as to enable the international bodies to estimate the presence of such drugs in the illicit traffic. The Commission also requested the Secretariat to arrange the information before it on synthetic drugs in such a way that it could be compared with the previous year's data, as had been done in the case of the natural drugs.

138. The representative of Canada informed the Commission that there was no evidence of organized traffic in synthetic drugs in his country, the nine convictions reported being for minor thefts or misrepresentation. A close watch was being kept on some diacetylmorphine addicts who had attempted to secure methadone by false pretences.

139. On the one hand, it was recognized that declared seizures of synthetic drugs represented an insignificant proportion of the total seizures declared

⁶⁵ E/CN.7/387, paras. 234-248, 314; E/CN.7/388, pp. 84 and 87.

for all narcotic drugs, and most of the cases reported were cases of diversion from licit or therapeutic sources. On the other hand, it was pointed out that a study of seizures alone would not provide an accurate idea of the situation and that more precise information on addiction to synthetic drugs would be useful.

140. The representative of Turkey drew attention to a case of international trafficking in synthetic drugs reported by the United States as evidence of a possible trend against which he had been warning the Commission for years. He was not so optimistic as some members of the Commission regarding the insignificance of synthetic drugs in the illicit traffic, especially as synthetic drugs had appeared only during the last few years' while natural drugs had been in use for centuries. He pointed out that the supply of raw materials for synthetic drugs was inexhaustible, and that the possibilities for traffickers were consequently much greater. The representative of the United States said that there had only been one case of international traffic in synthetic drugs in his country and it had involved only 94.3 g of methadone; in no country of the world had any amount in excess of 1 kg of synthetic drugs been seized.

Other natural drugs and their preparations

141. Seizures of other natural drugs and their preparations were reported,⁶⁶ mainly in connexion with diversions from licit channels or small thefts. There were no indications of organized illicit trafficking in drugs so obtained. Nevertheless the Commission thought that governments should continue to be vigilant in regard to such diversions, as much therapeutic and quasi-therapeutic addiction resulted from insufficient control of licit stocks of drugs, medical prescriptions, etc.

142. The representative of the United States informed the Commission that several states in his country had adopted the use of official prescription forms since they had first been introduced in California about eight years ago. The control thus established had almost completely put a stop to diversions of drugs from trade and medical channels.

⁶⁶ E/CN.7/387, paras. 212-233, 313; E/CN.7/388, pp. 87-89.

CHAPTER V

ABUSE OF DRUGS (DRUG ADDICTION)⁶⁷

143. The Commission had before it as basic documents on this item of its agenda a study of the incidence of drug addiction⁶⁸ and the Tenth Report of the WHO Expert Committee on Addiction-producing Drugs.⁶⁹ The study on the incidence of addiction,

prepared at the request of the Commission⁷⁰ was the fourth annual compilation of available data on the subject — primarily those contained in the annual reports of governments for 1958 — and brought up to date the information submitted at the Commission's three previous sessions.⁷¹

⁶⁷ Agenda item 6 (E/CN.7/SR.439-442, 454-457).

⁶⁸ E/CN.7/380.

⁶⁹ *Wld. Hlth. Org. techn. Rep. Ser.* 1960, 188.

⁷⁰ Report, fourteenth session, para. 398.

⁷¹ E/CN.7/318, 345 and 360.

144. The problem of statistical data on drug addiction was given particular attention at the present session, the Commission having felt strongly that although there was some improvement in the quantity and quality of the information more recently communicated, sufficient progress was not being made, either from the point of view of what was generally desirable, or from that of the Commission's working requirements. While it was understood that everything the Commission did was directed towards the prevention or elimination of the abuse of narcotic drugs, the fact that this subject appeared as an item on the agenda showed a specific intention of the Commission to explore problems of the abuse of drugs and to take action on them in ways not covered by other agenda items. Within the broad subject of "drug addiction", there are, however, certain aspects of the problem which have come to be principal, even traditional, subjects of discussion by the Commission. Outstanding among these are the following :

(a) The extent of the problem of addiction, expressed by statistics or estimates ;

(b) The etiology of addiction (social, economic and medical, including psychological) ;

(c) The treatment of addiction :

(i) As a social problem, by measures of a general nature such as social and economic reforms ;

(ii) In dealing with individual addicts. In this connexion legal problems have been considered, including the basic question whether addiction itself should be held to be a crime. The administrative questions include that of providing for penal and/or civil commitment of addicts for treatment in closed institutions, and that of establishing closed and specialized institutions for treatment. In addition, there are questions of medical treatment, after-care and follow-up, comprising psychiatric, physical, occupational and social rehabilitation.

(d) Educational measures aimed at the population as a whole or at special groups, and particularly at doctors.

145. As far as statistical information is concerned, the progress which has been made in recent years is by no means negligible.⁷² At its thirteenth session the Commission revised the part of the Form of Annual Reports⁷³ dealing with questions of the abuse of drugs and thus succeeded in obtaining more and better information. A stage was then reached at which it was possible to give⁷⁴ a rough classification of countries according to the extent of their addiction problems. From this classification, though it was neither final nor necessarily correct in all cases, tentative conclusions regarding the extent of the problem in most countries and in different regions of the world could be drawn. The Commission noted with interest and appreciation the revised form of this document.

146. The document showed that twenty-nine countries

⁷² Report thirteenth session, para. 266.

⁷³ E/NR.1958/Form.

⁷⁴ E/CN.7/380.

could be attempted had one or more drug addicts per thousand of population. Twelve of these countries are in the Far East, seven in Africa, five in the Americas, four in the Near and Middle East, and one in Oceania (Chinese opium smokers in New Caledonia).

147. Of the 108 countries and territories tabulated, apart from the twenty-nine having the highest incidence of addiction, twenty-one are listed in the second category of degree of incidence—i.e., at least one addict, but less than five, per five thousand of population. These countries and territories are scattered in Africa, the Americas and the Far East. Addiction in the degree of less than one per five thousand exists in all the other fifty-seven countries or territories listed.

148. The Commission noted that the general situation was far from satisfactory. But where both the two principal sources of information are concerned, the task of obtaining more precise, detailed and comparable statistics or estimates is beset with difficulties which cannot easily be overcome.

149. Information obtained by enforcement authorities in implementing narcotics control is based on different standards in various countries. Even statistics on crime in general are hardly comparable from one country to another, and information obtained by enforcement authorities is, as a rule, in the nature of criminal statistics.

150. Doctors and pharmacists are the other principal source, and here professional secrecy makes it difficult or impossible to obtain information, especially from doctors. In some countries doctors are permitted to obtain narcotic drugs for their surgery use without being required to account for individual administrations to patients in their surgeries. It is possible and even probable that some addicts, including addicted doctors, obtain their supplies from narcotic drugs acquired for surgery use in these circumstances, and are not included in the statistics of their country.

151. In nearly all countries pharmacists must keep records of their retail sales of narcotic drugs as required by the 1925 Convention, and such records are kept in all countries having an effective system of narcotics control. But not all of these countries have a sufficient number of inspectors for satisfactory supervision of the records. It was thought that this also affected the comparability of statistics of different countries. An increase in the number of inspectors, where necessary, would therefore be a very desirable measure.

152. There are several other matters in which improvement is possible. It has been noted by the Commission that for the purposes of statistical information the term "addict" does not necessarily have the same meaning in different countries. Some countries, for example, do not include habitual users of cannabis in the statistics on addiction, while others do include them. The Commission noted that the WHO Expert Committee on Addiction-producing Drugs had stated in its Tenth Report that valuable information might be

obtained through statistics on the number of people for whom particular drugs are prescribed on a long-term basis.

153. On the proposal of the United Kingdom representative the Commission, in the light of these considerations, set up a Committee to consider the matter of statistical information on drug addiction. The Committee was composed of the representatives of India, Peru, the United Arab Republic, the United Kingdom and the United States; it elected Mrs. E. S. Krishnamoorthy (India) as Chairman. The observer for the Federal Republic of Germany and the representative of WHO assisted in the work of the Committee at the request of the Chairman of the Commission.

154. The Committee considered the general question of finding ways of making statistical information and estimates furnished by governments more comprehensive and, in particular, more comparable. The Committee referred particularly to the Tenth Report of the Expert Committee of WHO and to the Circular Letter to Medical Officers of Health of the New Zealand Department of Health.⁷⁵

155. The Committee took the view that neither general principles involved in the definition of addiction, nor technical or medical and scientific questions regarding addiction, though they lay at the root of the whole matter, were germane to its present purpose. Its purpose was, rather, to attempt to develop suggestions or recommendations for consideration by the Commission, which would be of practical assistance or guidance to governments in the preparation of reports on drug addiction. But because of the technical problems involved, including questions of statistical technique, the Committee decided that it was at present not in a position to make suggestions on the particular matter of comparability of information on the abuse of drugs.

156. The Committee considered that questions relating to the improvement of existing methods of collecting and presenting statistical data could be more effectively dealt with by an expert body, such as the Statistical Office of the United Nations, which could consult with the Division of Narcotic Drugs and with WHO. The Committee therefore turned its attention to the question of available data on the abuse of drugs and agreed that information should be more comprehensive than at present.

157. The Committee examined the results of reporting in accordance with the present form prescribed for chapter X of annual reports. It was decided that more detailed information might be obtained by making it clear that the scope of the form was broader than might appear. This would encourage reporting of all possible data, regardless of how individual governments might define addiction for administrative purposes. At present some countries included the administration of drugs in long-term medical cases in statistics on drug addiction, while others did not; hence the presentation

of information about such cases in reports sent to the United Nations was not uniform.

158. In the light of this study by the Committee, the Commission decided:

(1) To emphasize to governments the value for the Commission's work of having as much information as possible on the incidence of abuse of drugs in all of its various forms, and in as much detail as possible, and to ask the Secretary-General to renew the Commission's requests to governments to give as complete replies as possible to the questions contained in chapter X of the Form of Annual Reports;

(2) To request the Secretary-General to insert an explanatory note or footnote on chapter X (Drug Addiction) of the Form of Annual Reports, in the document containing this form, in order to make it clearer what information was required, since different interpretations of the term "drug addiction", as used by different governments, result in different reporting practices. The note is as follows: "Note: The information reported in this chapter should relate to all habitual users of all drugs under international control, whether or not they are regarded as addicts by national governments. In respect of persons for whom narcotic drugs are prescribed for analgesic purposes in long-term medical treatment, separate figures should be given whenever possible."

159. In considering the Tenth Report of the Expert Committee of WHO, the Commission gave particular attention to the Committee's review of research on drug addiction, and noted that the Committee again stressed the need for research along various lines. This need is determined by two main considerations. First, the Expert Committee and the Commission need the results of basic and applied research in order to carry out functions, under the international conventions, relating to the control of narcotic drugs. Secondly, the fact that drug addiction is a problem affecting large numbers of people in many parts of the world points to the necessity for research on a scale commensurate with the importance and magnitude of the problem.

160. The Commission noted that the Expert Committee strongly urged that research on narcotic action and other aspects of drug addiction should be intensified and expanded. The Commission unanimously adopted a draft resolution on this subject proposed by the representatives of China, France and the United Kingdom as resolution 7(XV) "Research in the field of drug addiction", for adoption by the Council.

[For the text of resolution 7(XV), see chapter XIV, draft resolution C.]

161. In statements supporting the draft resolution, representatives emphasized the Commission's appreciation of the research carried out by the United States, on which the work of the Expert Committee largely depended.

162. The representative of the Netherlands welcomed the intensification, called for by the resolution, of special research aimed at improving and speeding up evaluation

⁷⁵ E/CN.7/380, annex.

of the addiction-producing properties of new drugs. Any programme having that purpose should be considered as part of an over-all programme of experimental clinical evaluation of drugs in general, on which agreement might some day be as important internationally as it now was for the immediate purposes of the resolution. The representative of France thought it particularly important to note that expansion of research on addiction in various parts of the world, with any assistance needed from WHO in co-ordinating and disseminating the results, would be an important contribution to progress in solving the world-wide problems of control and abuse of drugs.

163. The Commission heard statements on addiction made by several representatives. The representative of Canada said that for the past six years the number of addicts reported in his country had remained fairly steady—3,121 in 1954, 3,425 in 1955, 3,421 in 1956, 3,315 in 1957, 3,421 in 1958, 3,408 in 1959. Since the population had increased by approximately two million during that period, the rate of addiction had in fact decreased, which was a source of satisfaction to the Canadian authorities. Adequate legislation was thought to be mainly responsible for reducing the number of addicts. The number of criminal addicts under the age of twenty had slightly increased, but, as in the United States, the greatest number of addicts in Canada were in the twenty-five to thirty-nine age group. As in previous years, the drug most favoured by addicts was diacetylmorphine.

164. The representative of China said that the 677 cases presented in his country in 1959 include 514 persons charged as addicts, most of whom had been sentenced to terms of imprisonment of one to five years, and forty-two persons convicted as trafficker addicts. Of these 556, only two had been under nineteen years of age. The drugs used by addicts were diacetylmorphine and morphine.

165. The representative of France said that the addiction problem was not important in his country, there being only 292 known addicts in 1958, of whom 252 were addicted to cannabis. Evidence pointed to a marked decrease in the number of cannabis users. The authorities were, however, maintaining a close watch on the situation in view of the "contagious" nature of addiction. He thought that synthetic drugs merited close attention. While there might be relatively few people addicted to them in certain countries, those few were liable to cause special problems. He thought it would be interesting to know whether doctors were less afraid, on their own and their patients' behalf, of synthetic drugs than of the natural narcotics. On this point the observer for the Federal Republic of Germany believed that doctors were inclined to underestimate the danger of addiction from the use of synthetic drugs because they were more aware of the dangers of natural drugs.

166. The representative of India said that his government attached great importance to both the internal and the international aspects of the problem of drug

addiction. He thought the problem in the Far East was different from that in the West because of differences in history, environment and standards of living. The problem of manufactured drugs did not arise in India. In so far as addiction did exist the principal drugs used were opium and cannabis, the latter in the form of ganja and bhang. Opium smoking had been prohibited in 1946 and the number of smokers had been diminishing steadily ever since, to the point where there were now only 1,820 registered opium smokers. A ten-year programme for the abolition of opium eating had been launched by the Government in 1949 and had been successfully completed by 21 March 1959. The registration of opium eaters had been completed in all the Indian States and all opium shops, which previously had been licensed, had been closed: in 1958 there had been a total of 432,609 addicts, but by the end of 1959 the number had dropped to 361,000. With regard to the treatment of addiction, a study group set up by the Indian Council of Medical Research in July 1958 had recommended that treatment should be comprehensive and should include psychological and other measures of rehabilitation. Since it had been expected that the elimination of sources of supply of opium would lead to the increased use of poppy heads and manufactured drugs, effective legislative measures had been taken in that regard. The use of cannabis was being gradually prohibited throughout India.

167. The representative of Iran said that thanks to the effective action of the Government the number of drug addicts in his country had been greatly reduced in recent years, though the exact number was not known. Control measures had proved to be successful, and the main problem was now the elimination of supplies from sources outside the country. Opium and opium derivatives were the drugs still principally used, though their increasing cost had caused a high degree of adulteration. The use of white drugs was quite rare.

168. The representative of Mexico explained that at present, figures and other information on addiction in his country derived from court cases in connexion with which narcotic traffickers or users came to the attention of the authorities. He looked forward to the day when Mexico's statistical reports could be more complete. He thought the Commission was doing valuable work on drug addiction and urged that even more intensive studies be made of the sociological as well as medical aspects of addiction. He was convinced that the seriousness of the problem warranted a worldwide campaign.

169. The representative of Peru said that the problem of drug addiction was disquieting for his country, because it was the largest producer of coca leaves. Peruvian scientists had carried out studies which showed that the practice of chewing coca leaves was extremely harmful to the population. After a period of research, the time had now come to take the necessary measures. Technical, scientific, social and legal problems were all included in the main task. Regulations had been enacted to ensure that the greatest possible proportion of coca leaves would reach the one factory producing raw

cocaine, of which the entire output was exported under licence. Thus the amount of coca leaves available for chewing was being reduced, though a large part of the total production — 20-30 g of coca leaves per person per day — was still used for chewing. The practice was habit-forming, and tended to become more serious with age. One great difficulty was that the country's highlands were inaccessible and hard to control. The possibility of finding a substitute for the coca leaf was being considered — possibly a variety from which the cocaine content had been eliminated. The Peruvian Government had recently appointed a commission of scientists, economists and sociologists, in a determined effort to solve the problem.

170. The representative of Turkey thought that the general situation with regard to addiction was extremely serious. In some countries the numbers of drug addicts reached alarming proportions. It seemed that although many studies of addiction had been made, they had not shown why the percentage of addicts was high in some countries and low or negligible in others. The incidence of addiction did not seem to depend on whether or not the country produced either natural or synthetic drugs. The Commission had considered many aspects of the problem, but had not come to grips with the basic causes of addiction. It devoted most of its efforts to opium and its derivatives, although the use of cannabis and synthetics was rapidly increasing. He referred to reports indicating that seizures of cannabis throughout the world had nearly doubled, increasing from 346 to 650 tons, and emphasized that synthetic drugs were also gaining ground. He regretted that the misgivings which he had expressed in that connexion in 1954-55 had been justified. Referring to the document on incidence of addiction, he urged that governments submit fuller reports. He questioned whether the figures submitted in some annual reports were based on serious investigation — the number of addicts had increased quite surprisingly in some cases. Addiction to cannabis and the synthetic drugs appeared to be a worldwide problem, and he quoted statistics to illustrate that point. The most widely used synthetic drugs were methadone, pethidine, oxycodone, ketobemidone and levorphanol. As far as cannabis was concerned, even in highly developed and organized countries extensive confiscations were reported. Opium and its derivatives still held a prominent position, but other drugs were clearly becoming increasingly important and it was imperative that the Commission devote more time to them. In that connexion, he referred to the statements of certain representatives who, he thought, minimized the importance of narcotic drugs other than natural drugs, because the 1948 Protocol had brought them under control. In particular, he called attention to the increasing number of addicts to synthetic drugs, as reported by several countries. He was especially alarmed by the number of seizures of synthetic drugs reported by Japan. In his own country there had been 1,344 convictions for narcotics offences in 1959: 860 cases had concerned cannabis; 444, opium; twenty-five, diacetylmorphine; twelve, morphine; one, cocaine. With regard to age groups, 123 of the persons concerned

had been twenty years of age or under; 523 had been between the ages of twenty-one and thirty. The remaining 698 prosecutions had been against persons over thirty-one years old. Among the 1,344 convictions for narcotics offences in 1959, there had been a total of 721 addicts. The other convictions had concerned peddlers (585) and illicit manufacture (thirty-eight).

171. The representative of the United Arab Republic estimated that addicts to cannabis and opium, which were the main drugs of addiction, numbered about 900,000 and 160,000 respectively in his country. Although addiction was a serious problem only in the Egyptian province — there being very few addicts in the Syrian province — steps had been taken to draft a new law, prescribing very heavy penalties, which would apply to the United Arab Republic as a whole and was expected to be promulgated shortly. The Government was making every effort to combat drug addiction, and to discharge its responsibilities and obligations under the treaties, not only by strict enforcement of laws, but also by educational campaigns and treatment of addicts.

172. The representative of the United Kingdom informed the Commission of his observations during a recent trip to the Far East. He had been struck by differences between the problems of drug addiction in the Far East and those in the West. There were differences not only in the typical forms of addiction, but also in its causes and its quantitative aspects. Opium smoking was, of course, the classical addictive practice, while the smoking of diacetylmorphine, with or without admixture of barbiturates, was the form of abuse prevailing in Hong Kong. Addiction to cannabis in the Far East was negligible. As to the effects of drug addiction, there was reason to believe that they were generally less severe in the Far East than in the West. The fact that withdrawal symptoms were often observed to be mild, or even lacking, in persons deprived of drugs during a night in prison, was an illustration. That might be because the addict absorbed less of the active principle of the drug through smoking than through taking it intravenously, but some experts believed that heroin could be absorbed as effectively through smoking as through injection. It might also be argued that addicts in the Far East could not afford large quantities of drugs: however, the average addict in Hong Kong consumed eight packets of heroin per day, while the average addict in Singapore consumed three and one-half packets of prepared opium, each packet containing enough for three or four pipefuls. As to causation, the primary factor was the widespread desire, particularly among the labouring classes, to escape from extremely difficult conditions of life. Other causes of resort to opium were the false beliefs that it possessed therapeutic properties against tuberculosis or stomach ailments, or had aphrodisiacal properties, or that it improved the voice. Persons who became addicts for other reasons might subsequently rationalize their addiction by ascribing its cause to ailments which had come upon them only afterwards, owing to debility, for example. Experts

in the area felt that quasi-medical causation accounted for only 10 to 20 per cent of all cases of addiction.

173. The treatment of addicts in the Far East, as in other areas, was carried out in two phases. The first consisted only in withdrawal of the drug; the second was a long-term process of treatment including measures of physical and psychological rehabilitation without which no lasting cure was, in general, possible. The second phase had given good results in Hong Kong and Singapore. As for simple methods of withdrawal, to which the Report of the Expert Committee of WHO had also referred, it seemed that only opium tincture had given satisfactory results.

174. Turning to the general situation in Hong Kong, the representative of the United Kingdom referred to the White Paper of November 1959, laid before the Legislative Council of Hong Kong, which had been communicated to members of the Commission. It was impossible to state the number of addicts in Hong Kong exactly, the situation having been complicated by the numbers of refugees and the primitive conditions in which they were forced to live; 150,000 was a minimum figure, however. The Hong Kong Government was taking the necessary steps to deal with the problem: first, by expanding the preventive service and police force; secondly, by establishing closer liaison with the enforcement agencies of neighbouring countries, and with international agencies and the United Nations; thirdly, by amending the law concerning traffickers and addicts; fourthly, by opening special prisons and centres for voluntary treatment; and fifthly, by carrying out an extensive publicity campaign to bring home to the people the dangers — particularly the social dangers — of drug addiction. He believed that such a campaign was especially important in the Far East, where the public tended to be apathetic in its attitude towards drug addiction, and he would welcome any suggestions which might contribute to the campaign's success.

175. The representative of the United States made a general statement on the situation in his country. During 1959 the Federal Bureau of Narcotics had continued to improve the standard of accuracy of its data on drug addiction. From those data it appeared that 65 per cent of the addicts reported in any given year were not again reported. He considered that the severity of Federal and State penalties and compulsory commitment of addicts were important factors in reducing addiction. In 1959 the largest number of addicts had continued to be found in four States: New York, 20,732 (about 45 per cent of the United States addict population); California, 6,471 (14 per cent); Illinois, 6,191 (13 per cent); Michigan, 2,366 (5 per cent). Statistics showed that the number of addicts under twenty-one years of age, the majority of whom were eighteen or older, represented 3.9 per cent of all addicts. Over 50 per cent of all addicts were between twenty-one and thirty. Of the total, Negroes accounted for 57.6 per cent, U.S. citizens of Puerto

Rican origin for 8.6 per cent and Mexicans for 6.2 per cent. Other addicts accounted for 25.8 per cent. He called attention to the fact that there were fewer addicts of Chinese origin now than there had been shortly after World War II. As in previous years the primary drug of addiction was diacetylmorphine (93 per cent). Other drugs used by addicts were morphine, opium, dilaudid, pethidine, dolophine, paregoric, codeine and methadone. It was not the practice of the United States to report cases of abuse of cannabis, since they considered marijuana-smoking to be habit-forming rather than addiction-producing. This approach was based on the observation that marijuana smokers were not subject to withdrawal symptoms when deprived of the substance. Violations of laws concerning marijuana had been much fewer in recent years, dropping from 494 cases in 1955 to 177 in 1959. Many states of the Union had strengthened their legislation and the results had again demonstrated that suitable legislation could have a dramatic effect in reducing the number of addicts. With regard to treatment of addiction, the United States continued to hold that treatment in closed institutions was the only means of rehabilitation; experiments with non-institutionalized addicts had proved most unsuccessful. As far as follow-up was concerned, programmes of supervision of addicted parolees had been developed in Illinois, California, Missouri and New York, emphasis being placed on supervision and education by specially trained parole officers in an effort to prevent recidivism. It was hoped that similar programmes would soon be adopted in other states. Addiction was not a crime under federal statutes, so that voluntary patients in federal hospitals could leave at will. Many states had considered that problem and provision had been made in several jurisdictions for civil commitment or, if necessary, criminal commitment.

176. The observer for Greece said that there were 382 known addicts in his country, of whom sixty were addicted to diacetylmorphine and 322 to cannabis. According to police records, 100 of the total 382 were new addicts. The figures suggested that addiction was increasing. There had been an increase in the smuggling of cannabis, but synthetic drugs presented no problem. He thought that the inclusion of precise figures on new addicts in governments' annual reports would greatly facilitate the assessment of trends in drug addiction.

177. The observer for Japan stated that there were an estimated 40,000 addicts in his country, including both registered and unregistered. To deal with the problem of addiction, which had been growing in seriousness, the Government had set up, in December 1958, a Narcotics Counter-measures Liaison Commission, composed of representatives of a number of ministries and departments. A special problem was the abuse, by injections, of the substance 1,2-diphenyl-1-dimethylaminoethane hydrochloride, known as "Spa", which had effects similar to those of the amphetamines.

OPIUM AND OPIATES (INCLUDING SCIENTIFIC RESEARCH ON OPIUM)⁷⁶

178. The Commission had before it the note by the Secretary-General on scientific research on opium,⁷⁷ which outlined the progress made during the past year in the United Nations programme of opium research.

179. The representative of the Secretary-General gave a general survey of the work done by the United Nations Laboratory since the previous session of the Commission. The work had two aspects: first, co-ordination of the joint programme of scientific research on opium and secondly, actual research carried out in the United Nations Laboratory. With regard to the co-ordination of research, the Laboratory had sent authenticated samples to scientists in different parts of the world, and the results of the work of scientists collaborating in the opium research programme were to be found in documents in the ST/SOA/SER.K/...series. Those documents showed the advances which had been made. During the past year, valuable contributions had been made by collaborating scientists, particularly those in Denmark, France, Italy, Japan, Norway, the Union of Soviet Socialist Republics and Yugoslavia. Fifty-seven scientists in twenty-two countries were associated with the opium programme, but not all of them were actively participating at present in the research.

180. Although the methods used in the research programme were very varied, the United Nations Laboratory, in accordance with the resolutions of the Commission, had concentrated principally on the development of simple methods, and, in particular, on the methods of colour reactions⁷⁸ and direct absorption spectrophotometry.⁷⁹ Using both those methods, the Laboratory had analysed 488 authenticated samples or lumps of samples, which represented almost all the authenticated samples available. Much progress had already been achieved, and the usefulness of those methods was clearly shown in three recent documents in the ST/SOA/SER.K/...series. Two visiting scientists had selected forty authenticated samples, which had been given to the secretariat chemists as unknowns for determination of origin, the actual origin being known only to the scientists. The Secretariat had correctly determined the origin of the samples, and the results were reported in document K/97. A similar experiment had been carried out by the collaborating laboratory in Yugoslavia, which, by means of the method of direct absorption spectrophotometry, had determined the origin of sixty samples sent as unknowns. Those findings were reported in documents K/94 and K/95.

181. The representative of the Secretary-General thanked those countries which had sent authenticated samples to the United Nations Laboratory, in particular,

the Governments of India, Japan, Pakistan, Turkey, the Union of Soviet Socialist Republics and Yugoslavia, all of which had sent samples during the preceding year. But the collection of authenticated samples could be completed only if the authorities in the regions or countries where illicit traffic originated could seize illicit crops, authenticate them and send samples of the opium produced to the United Nations. It was easy to understand the difficulties of the countries concerned, since illicit cultivation was naturally scattered over wide areas and extended into outlying and inaccessible regions. Nevertheless, it was hoped that the governments concerned would make even greater efforts in an attempt to provide a solid basis for the research programme, without which the scientific possibilities of detection would be limited. In that connexion the importance of paragraph 3 of resolution 6 (XIV)⁸⁰ was stressed.

182. Document E/CN.7/383 listed the seizure samples for which governments had requested determination of origin in conformity with the Commission's resolution B.I(X).⁸¹ It had been possible to analyse many of those samples, and confidential reports had been sent to the governments directly concerned. So far, reports on sixty-four such seizure samples had been submitted. For fifty-nine of the samples evidence of origin had been found, which in fifty instances pointed to a single country and in nine instances to a group of contiguous countries. In five cases it had not been possible to determine the origin of the sample, mainly because of the lack of authenticated samples from certain regions.

183. The representative of Turkey stated that the laboratory in his country had produced some interesting results which would shortly be communicated. He asked whether the samples of opium sent by governments to the United Nations Laboratory were accompanied by the necessary particulars, as recommended in the Commission's resolution,⁸² and whether the origin determinations agreed when different methods were applied to the same sample. He also asked whether the United Nations Laboratory had undertaken research on other narcotic drugs.

184. The representative of the Secretary-General replied that all the information regarding authenticated samples was given in ST/SOA/SER.K/82 and Add.1. Complete information regarding date and place of production was not available for all samples, but it should be noted that an exceptionally wide range of samples together with detailed information had been supplied by India and Turkey and also by Iran, Japan and Yugoslavia. As far as the determinations of origin were concerned, the Laboratory had been using two methods — that of colour reactions and that of direct

⁷⁶ Agenda item 7 (E/CN.7/SR.448, 449 and 457).

⁷⁷ E/CN.7/383 and Add.1.

⁷⁸ ST/SOA/SER.K/81.

⁷⁹ ST/SOA/SER.K/87.

⁸⁰ Report, fourteenth session, para. 271.

⁸¹ Report, tenth session, annex B.

⁸² Report, thirteenth session, annex II, resolution V.

absorption spectrophotometry — both of which fulfilled the requirements of the Commission's resolution in that they were simple and easily reproducible. Both methods gave satisfactory results, and in the case of the analysis of seizure samples, firm conclusions were not given unless the results obtained by both methods were in agreement. For the internal checking of each method, duplicate analyses were carried out, and if these results were not in agreement the experiment was repeated. In its research work on the method of colour reactions, the Laboratory used only those reactions which had been found to be absolutely specific. The work of the Laboratory was governed by Commission resolution V(XIII) which authorized research on methods of determining the origin of opium. Although Commission resolution 8(XIV)⁸³ recommended that scientific research on cannabis be carried out, it directed that priority should be given to research on opium. Research on other drugs had not been undertaken.

185. The representative of France said that he had been particularly impressed by the results obtained in the examination of authenticated samples analysed as unknowns in document ST/SOA/SER.K/97 and the important progress made during the past year. He drew the attention of the Commission to document ST/SOA/SER.K/96, prepared by Mr. Pinta, which reflected fairly accurately the present views of the Commission on the determination of the origin of opium. No objection was expressed in the Commission to the last paragraph of this document, which recommends the methods of colour reactions and direct absorption spectrophotometry, stresses the importance of standardizing the characteristics of the instruments used and suggests that research should be intensified in order that a standard experimental procedure may be worked out.

186. The representative of China remarked on the very large number of samples which had been analysed by the United Nations Laboratory, and expressed the hope that all governments would co-operate in the research by sending as many authenticated samples as possible.

187. The representative of the Netherlands indicated that the results achieved in the United Nations Laboratory would be extremely useful in the enforcement of narcotics control measures. The two methods used by the Laboratory were much quicker and less expensive than previous methods. By taking the lead in this field the Laboratory had become a scientific centre for similar bodies throughout the world.

188. The observer for Greece said it seemed that the problem of origin determination had been largely solved. In his opinion, there were four methods which gave satisfactory results: macroscopic and microscopic examination, simple chromatography, colour reactions and direct absorption spectrophotometry. He paid tribute to the work of Mr. Farmilo of Canada, who had carried out research not only on opium origin determination, but also on cannabis and synthetic drugs.

189. The representative of the Union of Soviet Socialist Republics reviewed in detail the contributions in the ST/SOA/SER.K/...series of documents, and referred to specific data which had been confirmed by Soviet research. She drew particular attention to document ST/SOA/SER.K/89, which was a study of samples of opium from the Kirghiz Soviet Socialist Republic. The principal conclusion of this study was that it was necessary to use the data obtained by several different methods to ensure correct determination of the origin of opium.

190. The representative of Mexico pointed out that the cultivation, possession and transport of opium was prohibited in his country. It was therefore particularly difficult to provide authenticated samples, but his government would co-operate with the United Nations Laboratory to the fullest possible extent.

191. The representative of Yugoslavia described the research which had been carried out in his country and noted that the method of direct spectrophotometry which had been developed in Yugoslavia was currently used by the United Nations Laboratory. He emphasized the simplicity and rapidity of the method, and the excellent results obtained in determining the origin of unknown samples. He also pointed out that the Yugoslav method had been examined or applied in seven laboratories in other countries. The Institute for the Control of Drugs at Zagreb would be happy to welcome experts and students interested in the problem, within the framework of technical assistance.

192. The representative of India stated that his government's central laboratory still relied on the older methods of analysis, but such modern methods of opium origin determination as direct spectrophotometry were undoubtedly very useful. The sole obstacle to the adoption of more modern methods in India was the lack of equipment, which would, he hoped, soon be made good. As no single method was as yet infallible, it was necessary to ensure agreement between existing methods. He stressed the importance of international collaboration in research and urged all governments to send authenticated samples to the United Nations Laboratory.

193. The observer for Italy said that his government was endeavouring to co-operate fully with the international organizations and with all other countries in implementing the United Nations programme of research on opium and other narcotic drugs. Speaking at the invitation of the Chairman, Mr. Pruner of Italy referred to document ST/SOA/SER.K/98 and said that the method described in that paper had several advantages, since it provided a means of determining the origin of the opium, the porphyroxine-meconidine value and the morphine content by one short process. He suggested that that method be used in conjunction with the colour reactions method and the method of direct absorption spectrophotometry for determining the origin of opium. He considered that determination of the morphine content of opium was important in combating the illicit traffic.

⁸³ Report, fourteenth session, para. 271.

194. The representative of Iran described the research on opium which was being carried out in his country. The results obtained by the central laboratory in Teheran using the methods of colour reactions and direct absorption spectrophotometry agreed very well with those obtained by the United Nations Laboratory. Nearly all the seizure samples which had been examined had proved to have originated from neighbouring countries. He requested that the laboratory in Teheran be officially recognized to participate in the programme on opium research; it had already contributed to the research development. The representative of the Secretary-General said that the United Nations would be glad to welcome Iran into the general scheme.

195. The observer for Japan described the research on opium which was being carried out in his country. The National Health Laboratory was engaged on various projects, the foremost being the separation and quantitative analysis of the main opium alkaloids by means of ion exchange resins. The results of that work had been reported in documents ST/SOA/SER.K/90 and K/91, and further results would be reported later.

Research was also being carried out with a view to developing a more accurate method for the determination of morphine in opium.

196. The representative of Canada said that new methods of opium assay were being tested in Canada. He reminded the Commission that four distinguished scientists — from India, Iran, Singapore and Turkey — had received training at the Food and Drug Laboratory in Ottawa, and that an Australian scientist was at present being trained there.

197. The observer for Spain thanked the United Nations Laboratory for the assistance given to Spanish scientists. The representative of the United Arab Republic praised the achievements of the United Nations Laboratory, and the representative of the United States, who with several other representatives had recently visited the Laboratory, paid a tribute to its organization and international staff.

198. General appreciation of the work accomplished by the United Nations Laboratory during the past year was expressed.

CHAPTER VII

THE QUESTION OF THE COCA LEAF⁸⁴

199. The Commission recalled the various aspects of the question of the coca leaf, which it had reviewed in detail at its fourteenth session.⁸⁵

200. Chewing the coca leaf is a very ancient practice among the indigenous populations of some countries in South America. It was found by the United Nations Commission of Enquiry on the Coca Leaf⁸⁶ and by the WHO Expert Committee on Addiction-producing Drugs⁸⁷ to be harmful to the individual and to society and to be similar to drug addiction.

201. In 1954, the governments concerned agreed that coca leaf chewing constituted a form of drug addiction and was harmful. This view had also been unanimously expressed by the Commission.⁸⁸ At the Commission's recommendation, the Council then recommended that the governments concerned continue their efforts progressively to abolish the habit of coca leaf chewing in their respective countries and carry out programmes of health education relating particularly to the dangers of coca leaf chewing.⁸⁹

202. The Inter-American Meeting convened at the invitation of the Brazilian Government at Rio de Janeiro in March 1960 recommended, *inter alia*, the control of licit cultivation of the coca leaf and the elimination of

the habit of coca leaf chewing as soon as possible.⁹⁰ This meeting also drew attention to the importance of technical assistance from the United Nations and the specialized agencies. It was recalled that several Council resolutions had already referred to the part which technical assistance could play in helping the countries concerned to attack the coca leaf problem.⁹¹ The inquiries received from a number of South American countries have shown that the importance of such assistance is realized.

203. As requested by the Commission at its tenth session,⁹² the Secretary-General has kept in contact with the governments concerned in order to ascertain the action taken or under consideration by them in implementation of Council resolution 548 E (XVIII). This information has been regularly submitted to the Commission.

204. The latest information obtained by the Secretariat concerns the situation in Bolivia,⁹³ where coca leaf chewing is reported to be decreasing. The habit of chewing no longer seems to attract the young people.

⁹⁰ For a fuller account of the Rio de Janeiro Meeting, which was mainly concerned with illicit traffic in cocaine and coca leaves, see chapter IV above (Illicit Traffic); see also E/CN.7/393.

⁹¹ Council resolutions 436 E (XIV) and 548 E (XVIII). See also General Assembly resolution 1395 (XIV) and Council resolutions 626 D (XXII), 688 (XXVI) and 730 I (XXVIII).

⁹² Report, tenth session, para. 192 and annex C, 14.

⁹³ See also for the latest information received from the Government of Argentina, see E/CN.7/378/Add.1, para. 67.1, and annex, paras. 82-88.

⁸⁴ Agenda item 8 (E/CN.7/SR.440, 443, 446 and 457).

⁸⁵ Report, fourteenth session, paras. 272-276; E/CN.7/370.

⁸⁶ E/1666.

⁸⁷ *Wld. Hlth. Org. techn. Rep. Ser.*, 1952, 57.

⁸⁸ Report, ninth session, para. 107.

⁸⁹ Council resolution 548 E (XVIII).

Men under twenty-five seldom show any interest in the practice, and at least 60 per cent of the young and middle-aged women do not chew the leaf at all. It is difficult, however, to persuade old chewers to give up the practice. Religious groups have been instrumental in reducing the incidence of chewing, since they have preached that this practice is a sin. The bad or insufficient diet which often led to the adoption of the chewing habit has continued to prevail among the indigenous population, and only the few who are well off can afford proteins.

205. The Commission had the benefit of an interesting statement by Dr. G. Garrido Lecca, Minister of Public Health of Peru, on the question of the coca leaf in his country. Dr. Garrido Lecca explained that the Peruvian Government fully realized the gravity of the situation and was determined to deal with it to the best of its ability. The representative of Peru gave the Commission a detailed account of the situation. There were two main problems, that of chewing and that of the illicit traffic. Chewing was a disquieting problem, since it was due not to vice, but to nutritional deficiencies. The indigenous population chewed the coca leaf to forget the hunger and thirst which they endured in regions where living was extremely hard. The practice quickly developed into a habit and became ingrained as the chewer grew older; but it tended to disappear when nutrition became adequate — e.g., in the case of soldiers. In principle, therefore, the problem was susceptible of solution, though many difficulties connected with economic and social conditions, education, nutrition and means of communication had to be faced. A united effort was needed by all the countries concerned, in particular, to restrict coca leaf production. The Government of Peru controlled coca leaf production and trade through its coca monopoly; the manufacture of cocaine was also a government monopoly, and the quantities made were only those necessary to meet licit requirements. Payment of wages wholly or partly in coca leaves was prohibited, under pain of severe penalties. With regard to the illicit traffic, Peru had enacted laws imposing prison sentences on illegal distributors and traffickers. The Government was considering other judicial and preventive measures. There again, the close co-operation of all the countries concerned was of the utmost importance. The problem

as a whole was so broad in scope that economic and technical assistance must be sought from the United Nations.

206. The Commission noted that, as shown in the annual report of Peru for 1958-1959, the production of coca leaves in Peru during the year 1958 had been 9,378,795 kg, which represented a decrease of 785,120 kg compared with 1957.

207. The Commission heard a statement by the observer for Colombia on the situation in his country. Cultivation of the coca leaf had been prohibited in Colombia since 1946. In spite of the Government's efforts, however, some cultivation continued in remote regions in the south of the country, which were very inaccessible and were mainly inhabited by the aborigines. Nevertheless the cultivated area did not exceed 700 hectares in a country of nearly 1,200,000 square km (120 million hectares). The number of existing plants could be estimated at 500,000, and their value at 800,000 Colombian pesos (approximately \$120,000). The legal prohibition had had healthy effects, however, since cultivation and the habit of chewing had been eradicated from the other areas of the country where they had existed; it was hoped that they would soon be entirely eliminated. The Government was negotiating credits for coca cultivators with the Land Credit Board, so that profitable and useful substitute crops could be introduced and developed. In addition, an educational campaign (technical and health education) was being carried out by the Ministries of Agriculture and Health. Thus, the problem in Colombia was not a great one and it was steadily decreasing in importance.

208. The hope was expressed in the Commission that in future years complete production and consumption statistics for the coca leaf would be made available by all the countries concerned. The Rio de Janeiro Meeting had made interesting recommendations which, if properly implemented, could have far-reaching effects, and it was clear that the Commission should devote increasing attention to the coca leaf problem in years to come. Success in dealing with it would depend on the availability of information not only on the technical aspects of the problem, but also on the economic and social factors involved, and on the support of the South American countries concerned.

CHAPTER VIII

THE QUESTION OF CANNABIS (INCLUDING SCIENTIFIC RESEARCH ON CANNABIS)⁹⁴

Introduction

209. The Commission dealt with this subject in three parts: (1) the extraction of useful drugs from cannabis for medical use; (2) surveys of the situation in individual countries; and (3) scientific research on methods of identifying cannabis.

Extraction of useful drugs

210. As a result of the opinion of the WHO Expert Committee on Addiction-producing drugs⁹⁵ that the medical use of cannabis is practically obsolete and that such use is no longer justified, the Council recommended (resolution 548 F I (XVIII)) that governments explore

⁹⁴ Agenda item 9 (E/CN.7/SR.437, 440, 450 and 456).

⁹⁵ *Wld. Hlth. Org. techn. Rep. Ser.*, 1952, 57, p. 11.

the possibility of discontinuing the medical use of this drug. At its fourteenth session, however, after hearing that recent research in several countries tended to show that cannabis contained useful substances — particularly antibiotics — the Commission proposed, and the Council adopted, resolution 730 E (XXVIII). This resolution asked WHO to prepare, in the light of recent research in several countries, a report on the use of cannabis for the extraction of useful drugs, particularly of the antibiotic type. The question is important in connexion with the Single Convention, the third draft⁹⁶ of which prohibits the medical use of cannabis except in certain systems of indigenous medicine. If useful drugs can be extracted from cannabis, the relevant provisions of the Single Convention may have to be amended.

211. The Commission was informed that it had not been possible to complete the report called for in Council resolution 730 E (XXVIII) in time for the Commission's present session, but that it would certainly be ready in time for consideration by governments before the Plenipotentiary Conference for the adoption of the Single Convention. It was pointed out that scientific studies of that kind had to be both comprehensive and accurate, which made it difficult to adhere to a strict time-table.

Surveys of the cannabis situation in individual countries and territories

212. In connexion with the programme of studies adopted by the Commission at its eighth session,⁹⁷ it was noted that surveys of the cannabis situation in twenty-four countries and territories had now been completed, the latest being those dealing with Cuba, the Dominican Republic, Haiti and Greece.⁹⁸ In selecting the countries to be covered by the surveys, account had been taken of various aspects of the problem as it affected different countries; for example, some countries had illicit cultivation and illicit traffic, or consumption problems; in some there was cultivation for industrial purposes, while in others consumption for non-medical purposes was permitted. At the previous session it had been suggested that with the completion of the four surveys now before the Commission it would be advisable to summarize the results of the series. The Commission was informed that preparatory work on a summary had begun, though it had been necessarily delayed pending completion of the latest surveys.

⁹⁶ E/CN.7/AC.3/9, paras. 269-274.

⁹⁷ Report, eighth session, para. 183.

⁹⁸ E/CN.7/286/Add.25-29.

213. The Commission was particularly gratified to learn that the prohibition of the production of kif,⁹⁹ which had formerly applied only to the southern (former French) zone of Morocco, had now been extended to the whole country including the northern (former Spanish) zone, and that the Government envisaged priority measures to expedite replacement of the cannabis plant by other crops.

214. In India, the medical and "quasi-medical" consumption of cannabis as reported to the PCOB was 136 kg in 1957.¹⁰⁰ The Commission was informed that the consumption figure for 1958 was 65 kg.

Scientific research on methods of identifying cannabis

215. The representative of the Secretary-General reviewed the research on cannabis which had been carried out in the United Nations Laboratory in accordance with resolution 8 (XIV).¹⁰¹ He thanked the authorities of Greece, Cyprus and Sweden for sending samples of cannabis to the Laboratory and acknowledged the assistance given by the Geneva Botanical Gardens. Although priority had been given to scientific research on opium, the Secretariat had prepared two documents on cannabis. The first was a study of the specificity of certain reactions used for identifying cannabis.¹⁰² The second document, to be issued shortly, was a study of the method of identifying cannabis by means of its absorption characteristics in the ultra-violet region. An investigation of the microscopic characteristics of cannabis was also being carried out.

216. The observer for Greece said that scientific research on methods of identifying cannabis was being conducted in his country and a special study was also being made with a view to developing a variety of cannabis that would produce no resin. The representative of Canada said that research on physical and chemical methods of analysis of cannabis resin was being continued in the laboratory at Ottawa. It was hoped to develop a simple and readily applicable test for the identification of cannabis which would be more satisfactory for legal purposes; the results of the research would be published shortly. The representative of India said that his country was also considering the possibility of participating in the scientific research programme on cannabis.

⁹⁹ Kif is the chopped-up parts of the flowering or fruiting tops of the cannabis plant, from which the resin has not been extracted, whether mixed with tobacco or not.

¹⁰⁰ E/OB/15, p. XI.

¹⁰¹ Report, fourteenth session, para. 308.

¹⁰² ST/SOA/SER.S/1.

THE QUESTION OF SYNTHETIC NARCOTIC DRUGS ¹⁰³

217. The Commission reviewed information on synthetic and other new narcotic drugs on the basis of a document prepared by the Secretary-General ¹⁰⁴ on the lines of similar documents submitted in previous years, ¹⁰⁵ supplementing the survey of available information on synthetic and other new narcotic drugs ¹⁰⁶ which the Commission had examined at its twelfth session. ¹⁰⁷

218. The document contained up-to-date information, including consumption figures, for a number of natural and synthetic narcotics, particularly those most widely used, in terms of doses consumed per thousand persons, for the world as a whole and in individual countries.

219. Attention was given also to the situation in regard to codeine, since this drug is the most widely used and most of the world's legal production of opium is now employed in its manufacture.

220. This study once again revealed a varied range of consumption rates, even in groups of countries with similar economic, social and climatic conditions and equivalent medical services.

221. On the question of synthetic narcotics as a whole, there was general agreement that these drugs presented a serious danger to public health and should be strictly controlled. Some representatives expressed the view that owing to the special dangers involved in their use, synthetic narcotics should be subject to particular control measures. Others thought that, when carefully and strictly applied, the usual control measures imposed on all narcotics, natural as well as synthetic, were on the whole equally efficacious for both kinds of drug and that the 1948 Protocol provided a means of bringing synthetic drugs under full international control. They recognized, however, that new developments which could not have been envisaged in 1948 might from time to time call for some additional measures. That had been the case the previous year when the Council, on the recommendation of the Commission, had adopted resolution 730 D (XXVIII) on provisional control. In general, the problems of synthetic drugs were those of all new drugs, natural and synthetic alike. Other representatives, again, maintained that the fact that it had been necessary to provide for provisional control in resolution 730 D (XXVIII) proved that the 1948 Protocol was inadequate. It was, however, pointed out that that resolution applied to all new narcotics, both natural and synthetic, and that it was necessary to employ such means to deal with new problems concerning narcotics of all kinds.

222. Concern was expressed by some representatives about the increasing amounts of synthetic narcotics found in the illicit traffic in a considerable number of countries. In reply it was stated that the volume and dangers of that traffic were not great compared with those of the traffic in natural narcotics, though it was recognized that vigilance and the full co-operation of governments were necessary.

223. Some representatives also expressed great concern about the increasing number of addicts to synthetic drugs, and pointed out that cases of addiction to those drugs were mentioned in many reports from governments. Reference was made to the fact that in the Lexington, Kentucky, hospital, ¹⁰⁸ well known for its clinical research on addiction, 457 pethidine addicts had been treated during a period of three years. The representative of the United States observed that the addicts had been admitted among a total of approximately 4,000 addicts over that period (July 1950-September 1953), and that not all of them were primary pethidine addicts. ¹⁰⁹ In the United States, addiction to synthetics represented a very small percentage (less than 5 per cent) ¹¹⁰ of the total number of known addicts.

224. The representative of Turkey expressed the view that more studies on addiction to synthetics, such as that made at the Lexington, Kentucky, hospital, should be carried out. The information included in the annual reports of governments was not always satisfactory.

225. The Commission reviewed the problem of facilitating the identification by customs and other enforcement officers of narcotics under international control moving in international trade. This problem arises from the ever-increasing number of new narcotics, mostly synthetic, which have been developed in recent years.

226. The previous debates and resolutions of the Council and the Commission were recalled, ¹¹¹ and it was noted that international non-proprietary names were receiving a large measure of useful application. Special reference was made to the Council recommendation to use a double red band to identify packages containing narcotics. ¹¹²

227. The Commission considered the documents prepared by the Secretariat ¹¹³ containing the replies received from governments members of the Commission,

¹⁰⁸ Public Health Service Hospital, Lexington, Kentucky, United States of America.

¹⁰⁹ *Wld. Hlth. Org. techn. Rep. Ser.*, 1955, 95, annex.

¹¹⁰ E/NR.1958/Summary, para. 536.

¹¹¹ Report, fourteenth session, paras. 334-345 and footnote 206.

¹¹² Council resolution 436 G (XIV).

¹¹³ E/CN.7/390 and Corr.1; E/CN.7/390/Add.1.

¹⁰³ Agenda item 10 (E/CN.7/SR.449, 450, 455 and 456).

¹⁰⁴ E/CN.7/385.

¹⁰⁵ E/CN.7/339 and 361.

¹⁰⁶ E/CN.7/319.

¹⁰⁷ Report, twelfth session, paras. 336, 346-350.

WHO, PCOB/DSB, ICPO, as well as other governments consulted through ICPO, to the Secretariat's questionnaire on preliminary information on the proposal to add reference numbers to the designation of narcotic drugs. It had been proposed that these numbers should refer to an international official list of narcotic drugs.¹¹⁴ These consultations by the Secretariat were authorized by the Commission at its fourteenth session.¹¹⁵

228. From the replies received, there did not seem to be sufficient agreement on the nature and extent of the difficulties to be overcome or on the measures to be applied.

229. Some representatives pointed out that a majority of the answers were favourable to the addition of reference numbers and that most of the governments which were not in favour of the measure had intimated that they would not oppose it. The matter deserved further attention and a general study would be desirable.

230. It was pointed out, however, that as far as licit

¹¹⁴ Report, fourteenth session, para. 338.

¹¹⁵ *Idem*, paras. 342-343 and annex II, 20.

transactions were concerned, a simple device such as the proposed double red band would be sufficient to distinguish narcotics from other drugs; the determination of the specific narcotic nature of a drug would be provided for by the general use of non-proprietary names. Moreover, all licit international shipments were accompanied by a copy of the export authorization giving the name of the drugs involved. Those engaged in illicit traffic in drugs would not, of course, comply with any measures that could be taken.

231. On the other hand, it was noted that a method such as that proposed — i.e., the addition to the designation of narcotics of reference numbers referring to an officially recognized list — would indeed facilitate the task of enforcement officers when dealing with consignments of narcotics sent by post or carried across frontiers by private persons, frequently in ignorance, deliberate or innocent, of control provisions.

232. The Commission believed that its members might wish to give more thought to this matter and therefore decided to postpone further consideration of it until the next session.

CHAPTER X

OTHER SUBSTANCES

The question of khat¹¹⁶

233. Khat (*Catha edulis*) is a plant that grows wild or is cultivated in certain parts of East and South Africa and on the west coast of Arabia. Its leaves are used in traditional medicine and for pleasure, either chewed fresh or in the form of infusions. International organizations have found it necessary to concern themselves with the habitual and excessive use of these leaves, which is harmful to the individual and to society as a whole. As early as 1936, the problem was taken up by the Opium Advisory Committee of the League of Nations.

234. The Commission first took notice of the problem when it was brought to its attention by the representative of Egypt in 1956, and since that time the question of khat has been carried as an item on the agenda.

235. The problem may be broken down as follows :

(a) Is the habitual chewing of khat leaves harmful ?

(b) If so, is it sufficiently harmful to justify international action ?

(c) If so, would the measures that could be recommended to governments be practicable as regards implementation and as regards their effects on the national economies of the countries concerned ?

236. Three points of view have emerged from the

¹¹⁶ Agenda item 11 (E/CN.7/SR.454 and 457).

Commission's discussions on the medical and social problems raised by the consumption of khat :

(a) Some representatives have considered the medico-social problem created by the consumption of khat as serious as that created by the abuse of narcotics ;

(b) Other representatives have thought that this problem, while not as grave as that created by narcotics, nevertheless justified international action ;

(c) Other representatives, again, have concluded that, although the chewing of khat leaves is undesirable, it does not constitute a serious enough problem to justify international concern.

237. Numerous measures have been proposed, ranging from control by licence, taxation, etc., to total prohibition of cultivation and consumption, but there has always remained the difficulty of implementing such measures in regions where administrative and geographical conditions make the task almost impossible or, at least, extremely difficult. In addition, the losses which the economies of certain regions would suffer through the prohibition of khat have always been stressed.

238. These arguments have been presented from the outset of the debates in the Commission, which has consequently concluded that it could form no opinion on the question without the most complete information. For this reason the Council, on the Commission's proposal, adopted resolution 667 D (XXIV) inviting WHO to study the medical aspects of the problem ; at

the same time, the Commission requested the governments concerned to supply information on the production and consumption of khat.¹¹⁷ Information supplied by a number of countries and territories was submitted to the Commission at its thirteenth and fourteenth sessions.¹¹⁸

239. Since information obtained from governments was not sufficient to enable the Commission to reach any definite conclusions, it decided, at previous sessions, that it would be better to await the results of the WHO inquiry. The WHO committee for the Eastern Mediterranean has invited its Regional Director to study the question¹¹⁹ and the Ethiopian Government has set up a committee for that purpose.

240. The WHO representative informed the Commission that the study which his Organization had been asked to make involved a very considerable amount of work. In the first place, it would be necessary to ascertain the pharmaco-dynamic and psychic effects produced by khat, which showed strong similarities with those of the amphetamines. Towards the end of 1959 he had visited the seven countries most directly concerned, and had gained the impression that the social and economic consequences of chewing khat leaves were complicated; local opinion on the subject differed very widely. As the basic facts about khat have not yet been established, he thought it would be advisable to await the results of the experimental research that was being carried out.

241. The representative of the United Arab Republic pointed out that in his country khat had already been subjected to the same régime as narcotics.

242. The Commission decided to postpone further consideration of this problem until its sixteenth session and expressed the hope that the WHO report would be at its disposal by then.

Questions relating to the control of other substances (barbiturates, tranquillizers, amphetamines, etc.)¹²⁰

243. Barbiturates and tranquillizers have become a subject of international interest and concern because they have given rise to abuse in many respects similar to the abuse of drugs under international control. They do not fall within the scope of the international narcotics treaties because, if used in normal therapeutic doses, they do not generally produce addiction. It has, however, been demonstrated that, taken in large doses, barbiturates may have addiction-producing effects of a severity comparable to and sometimes greater than, those of morphine. The same would appear to apply to some tranquillizers.

244. Consequently, at its twelfth session, the Commission¹²¹ adopted two resolutions, one recommend-

ing governments to take appropriate legislative and administrative measures of control to prevent abuse of barbiturates, and another recommending governments to keep a careful watch for any abuse of tranquillizers, with a view to taking any necessary measures of control.¹²²

245. During its fifteenth session the Commission reviewed the situation and considered what further action, if any, should be taken.

246. It was pointed out by the representative of WHO that, from the literature on the subject, it appeared that the consumption of barbiturates and tranquillizers was on the increase. No consumption statistics were available, however, and it would therefore be useful if studies were made from time to time on the lines of those already published in the *Bulletin on Narcotics*,¹²³ to estimate actual consumption in a given country.

247. During the discussion of the problem in the Commission it was pointed out that, since these drugs were not under international control, no statistical information regarding them was supplied to international bodies; moreover, since national control, where it existed, was generally limited to the requirement of a medical prescription valid for use once only, there were at present no means of obtaining accurate consumption data, the only source being manufacturers' production figures.

248. The Commission reviewed the control of barbiturates and tranquillizers in different countries. It noted that a medical prescription for barbiturates was compulsory in many countries. In the Egyptian province of the United Arab Republic, a certain number of barbiturates and amphetamines were subject to the narcotics régime. In some countries prescriptions for barbiturates could be used more than once, but in others they could not, or could be used again only on special instructions from the doctor in charge of the case.

249. It was pointed out that the improper use of barbiturates and tranquillizers, as well as of other drugs, may have been facilitated by the increase, during the last few decades, in the use of ready-made prescriptions. Formerly, medical prescriptions were dispensed by pharmacists who made them up personally and were accustomed to giving patients advice according to their individual needs and circumstances. Today, medicines were mostly prescribed in the form of factory-made specialities. The former personal relationship between the maker of the preparation (i.e., the pharmacist) and the user had to some extent been a safeguard against abuse, but that safeguard might be lost with the increasing availability of factory-made medicines. The representative of France pointed out that there was now a tendency in a number of countries, including France, since the Ordinance of 4 February 1959, to enact special public health legislation, under which regulations were issued covering the handling of these

¹¹⁷ Report, twelfth session, paras. 389-407, annexes I and II.

¹¹⁸ E/CN.7/353 and E/CN.7/371 and Add.1 and 2.

¹¹⁹ EM/RC.8/14.

¹²⁰ Agenda item 12 (E/CN.7/SR.443 and 456).

¹²¹ Report, twelfth session, paras. 376-388.

¹²² Report, twelfth session, annex II, resolutions VI and VII.

¹²³ *Bulletin on Narcotics*, vol. XI, No. 3.

specialities, while retaining the laws on poisonous substances regulating their use not only in medicine, but also in agriculture and industry. The special legislation covered three categories of pharmaceutical products: those which could be supplied by pharmacies without prescription, those which could be supplied only against a prescription, and those which could be supplied only against a prescription valid for use once only, unless clear written instructions to the contrary were furnished by the doctor.

250. The Commission was of the opinion that barbiturates should not be sold without a medical prescription, the only exception being very weak preparations. It also considered that the same control measures should be applied to tranquillizers, the abuse of which was a danger to public health. The Commission affirmed that there was a continual need for governments and international bodies to keep a careful watch on the consumption of barbiturates, tranquillizers, amphetamines and similar substances.

CHAPTER XI

CARRIAGE OF NARCOTIC DRUGS IN FIRST-AID KITS OF AIRCRAFT ENGAGED IN INTERNATIONAL FLIGHT¹²⁴

251. This subject has been on the agenda of the Commission since its thirteenth session. ICAO recommends that the first-aid kits of aircraft should contain, among other things, a narcotic drug,¹²⁵ but operators have experienced legal difficulties when carrying narcotics in first-aid kits on international flights. The difficulties appear to have resulted mainly from the application to such drugs of the system of import certificates and export authorizations prescribed by Chapter V of the 1925 Convention. ICAO therefore invited the United Nations and WHO to study the legal and medical aspects of the problem, particularly as regards the application of safeguards against abuse and the establishment of uniform principles under which narcotics might be used and carried.¹²⁶ The Council referred the matter to the Commission.¹²⁷

252. The view was expressed by WHO that it was necessary to carry narcotics in first-aid kits of aircraft in limited quantities for use in emergencies.¹²⁸ The Legal Office of the United Nations gave the opinion that narcotic drugs carried in first-aid kits of aircraft on international flight are not subject to the system of import certificates and export authorizations prescribed by chapter V of the 1925 Convention.¹²⁹

253. Council resolution 730 G (XXVIII) invited the Secretary-General, in co-operation with ICAO and WHO, and in consultation with ICPO, to prepare and distribute to governments, in time for consideration by the Commission at its fifteenth session, a set of requirements essential to prevent the abuse or theft

of narcotic drugs carried in first-aid kits, these requirements to be recommended to governments as a basis for control. The Secretary-General therefore arranged a meeting of the representatives of the organizations concerned, at which a draft recommendation was prepared containing the "set of requirements" called for by the Council resolution.¹³⁰ The Commission had agreed at its fourteenth session that while a large degree of uniformity in the control by various countries was desirable, such uniformity could be obtained only on general principles and not in matters of detail. In drafting the recommendation, therefore, the representatives of the participating organizations divided their proposals into two parts—the actual recommendations which were in the main body of the draft and which were in broad and general terms, and an annex suggesting that certain detailed proposals made by ICAO, WHO and ICPO might usefully be taken into consideration by governments in regulating the carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight. The draft recommendation took into account the different interests represented by the participating organizations.

254. During the discussion of this draft the members of the Commission were guided by two important principles which they endeavoured to harmonize—namely, the need to provide control measures against the possibility of abuse or theft of the narcotic drugs carried and the need to interfere as little as possible with the expeditious handling of aircraft on the ground.

255. After making several textual changes the Commission adopted the draft recommendation unanimously as resolution 8 (XV), "Recommendation for the carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight", and recommended its adoption by the Council.

[For the text of resolution 8 (XV) see Chapter XIV, draft resolution D.]

¹³⁰ E/CN.7/384 and Add.1.

¹²⁴ Agenda item 13 (E/CN.7/SR.444, 445, 447 and 456).

¹²⁵ Convention on International Civil Aviation signed at Chicago on 7 December 1944, annex 6.

¹²⁶ E/3054, annex, page 1.

¹²⁷ Economic and Social Council Official Records, resumed twenty-fourth session, Supplement No. 1 A (E/3048/Add.1); Council resolution 689 F (XXVI).

¹²⁸ E/CN.7/L.208.

¹²⁹ E/CN.7/367.

TECHNICAL ASSISTANCE FOR NARCOTICS CONTROL ¹³¹

256. At its twenty-eighth session, the Council adopted resolution 730 I (XXVIII), based on the Commission's resolution II (XIV), recommending that the General Assembly establish a continuing programme of technical assistance in narcotics control within the regular budget of the United Nations. Subsequently, the General Assembly unanimously adopted resolution 1395 (XIV), establishing this programme, and the Fifth Committee agreed to the appropriation of \$50,000 in the United Nations regular budget for 1960 for this purpose.

257. The Commission had before it a report by the Secretary-General ¹³² explaining the situation and giving information on current technical assistance projects relating to narcotics control. This showed that the cost of projects in categories I and II for 1960 under EPTA amounted to \$40,500 for nine countries.

258. In reply to a question, the representative of the Secretary-General said that negotiations were proceeding with a number of governments for the establishment of projects to be financed out of the special programme (General Assembly resolution 1395 (XIV)). So far, a fellowship in opium origin determination had been granted to India and arrangements for an intercountry consultative group on opium policy and enforcement matters to meet in South East Asia

¹³¹ Agenda item 14 (E/CN.7/SR.451 and 456).

¹³² E/CN.7/391.

later in the year were in an advanced stage. Discussions regarding experts and fellowships were taking place with several governments.

259. In addition, assistance costing \$1,200 had been given to the Governments of the United Arab Republic and the Yemen, in connexion with the Third Arab Narcotics Conference convened early in 1960; a consultant and interpretation and conference services had been provided.

260. The representative of Iran expressed his appreciation of the assistance received for narcotics control projects under EPTA.

261. A number of representatives emphasized the important part which technical assistance could, and should, play in narcotics control and acclaimed the special arrangements under General Assembly resolution 1395 (XIV) as a significant advance.

262. The representative of WHO gave an account of the technical assistance which his organization had rendered during the past two years in the campaign against drug addiction (ten fellowships awarded to specialists of eight countries). He stressed the need for long-term planning on a regional basis and suggested that seminars would be particularly suitable for training purposes as well as for the exchange of experience and information.

CHAPTER XIII

PROGRAMME AND PRIORITIES IN THE FIELD OF NARCOTIC DRUGS ;
CONTROL AND LIMITATION OF DOCUMENTATION ¹³³**Programme and priorities in the field of narcotic drugs**

263. The Commission considered the programme and priorities in the field of narcotics control in the light of the list of priorities adopted at its fourteenth session and approved by the Council at its twenty-eighth session, and of the relevant Council and General Assembly resolutions. It also referred to a note prepared by the Secretary-General.¹³⁴

264. The Commission decided not to show khat as a separate project in its order of priorities pending a report on this question by WHO, but to retain it, as a matter under consideration by the Commission, under "Questions relating to control of other substances".

265. The Commission decided to recommend the following order of priorities.

¹³³ Agenda item 15 (E/CN.7/SR.448, 451 and 456).

¹³⁴ E/CN.7/381 and Corr.1.

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) Programme of scientific research on opium ;
(c) Abuse of drugs : drug addiction ;
(d) The question of synthetic and other new narcotic drugs ;
(e) The question of cannabis ;

- (f) The question of the coca leaf ;
- (g) *United Nations Bulletin on Narcotics* ;
- (h) Questions relating to control of other substances (barbiturates, tranquillizers, amphetamines, khat, etc.).

Second priority

- (i) Programme of scientific research on cannabis ;
- (j) Narcotics bibliography.

ad hoc projects

- (k) The Single Convention on Narcotic Drugs.

266. The "First Part" comprises functions in which the Commission and the Secretariat are acting as treaty organs as well as Charter organs, and the Commission has, in the past, considered it appropriate for the present purpose to present these items as a single comprehensive group. All items in this group are obligatory ; taken together, they represent a large proportion of the work-load of the Narcotics Division.

267. Technical assistance is discussed in chapter XII above.

Control and limitation of documentation

268. The Commission considered the steps which had so far been taken, with its approval and that of the Council, to reduce the volume of narcotics documentation ; these were enumerated in the note prepared by the Secretary-General.¹³⁵ The Commission noted that technical assistance activities relating to narcotics control were expanding, particularly in connexion with the special programme established by General Assembly resolution 1395 (XIV), and were likely to result in some increase in documentation. It found that because of this, and for other reasons previously stated in its reports to the Council on its thirteenth and fourteenth sessions, there was a natural increase in its documentation, which however, had so far been more than offset by the economy measures taken. The Commission considered that the possibility of making further economies was limited and that they would relate more to the form and languages of presentation than to the content of documents ; it had no further specific measures of economy to suggest for the time being.

¹³⁵ E/CN.7/381 and Corr.1, para. 10.

CHAPTER XIV

RESOLUTIONS FOR ACTION BY THE ECONOMIC AND SOCIAL COUNCIL

Draft resolutions recommended by the Commission for adoption by the Council

A

The Economic and Social Council

Takes note of the report of the Commission on Narcotic Drugs (fifteenth session).¹³⁶

B

MIDDLE EAST NARCOTICS SURVEY MISSION¹³⁷

The Economic and Social Council,

Having considered the report of the Middle East Narcotics Survey Mission authorized by resolution 689 I (XXVI),

Noting that the report has been communicated to the governments in the region and that the Mission also made individual communications to them in certain cases, in accordance with paragraph 2 (c) of the resolution referred to above,

Having regard to the specific recommendations contained in the report,

1. *Thanks* the members of the Mission for their excellent work and for their helpful report ;

2. *Draws the attention* of the governments concerned to, and invites their consideration of, the specific recommendations contained in the report ;

3. *Invites* the governments of countries in the region that have not already done so to ratify the existing international narcotics treaties ;

4. *Repeats* its own conviction that "strong, positive and well-enforced" national measures are the basis of good regional and international control ;

5. *Draws attention* once more to the obligations of governments under the international narcotics conventions, particularly as to :

(a) The timely submission of annual reports, national laws and regulations, current seizure reports, estimates and statistics, and other information to the international bodies ;

(b) Co-operation with each other in the suppression of the illicit traffic ;

(c) The provision of effective penalties for offences concerned with narcotics trafficking ;

6. *Draws the attention* of governments generally to the facilities available for technical assistance in the field of narcotics control, under the Expanded Programme of Technical Assistance and the regular programmes of the United Nations and the specialized agencies, including, as regards the United Nations, those of General Assembly resolution 1395 (XIV), and, in

¹³⁶ E/3385.

¹³⁷ Commission resolution 1 (XV) ; see ch. III, para. 63.

particular, to the suggestions made by the Mission for a periodical visit of a small group of experts to consult with governments in the region with common or interlocking problems, it being understood that such visits be made in agreement with the governments concerned and be organized in co-operation with them, and that, if the governments making the applications for technical assistance so request, any such mission should study and give consideration to possible gaps in national laws and regulations ;

7. *Again draws the attention* of governments concerned to the operational facilities for fighting the illicit traffic provided by the International Criminal Police Organization ;

8. *Requests the Secretary-General*, in consultation with the International Criminal Police Organization and other organizations concerned, to study and to take such steps as are feasible within the provisions of the international conventions concerned to simplify the reporting of cases of illicit traffic.

C

RESEARCH IN THE FIELD OF DRUG ADDICTION ¹³⁸

The Economic and Social Council,

Noting the statements in the Tenth Report ¹³⁹ of the Expert Committee on Addiction-producing Drugs of the World Health Organization in respect of research in the field of drug addiction,

Observing that the Expert Committee's work depends in large measure upon results of research, including controlled clinical investigation, carried out in the United States of America, and that because of their heavy workloads the United States institutions concerned may not always be in a position to furnish the Expert Committee with necessary information at the earliest desirable date even though they endeavour to give priority to specific requests from the Committee,

Believing that research in this field should be undertaken on a scale commensurate with the importance of drug addiction as an international problem,

Concerned that means should be found to expand research activities in this field and in various parts of the world,

Desiring to facilitate scientific work with a view to rendering simpler and more comparable the methods of establishing the addiction-producing properties of drugs :

1. *Expresses* its appreciation of the work carried out by the World Health Organization and of the assistance given that Organization by the United States of America ;

2. *Invites* the World Health Organization, the United States of America and other countries equipped to do

so to study the possibility and advisability of giving assistance in this field to such countries as may desire it ;

3. *Invites* countries interested in undertaking or expanding their activities in research in this field to consult the World Health Organization ;

4. *Invites* the World Organization to consider the possibility of preparing a code of practices by which at present the addiction-producing properties of drugs are established.

D

RECOMMENDATION FOR THE CARRIAGE OF NARCOTIC DRUGS IN FIRST-AID KITS ¹⁴⁰ OF AIRCRAFT ENGAGED IN INTERNATIONAL FLIGHT ¹⁴¹

The Economic and Social Council,

Having consulted the International Civil Aviation Organization, the World Health Organization, the Commission on Narcotic Drugs and the International Criminal Police Organization and *noted* their views :

A. *Calls the attention* of governments to :

1. The opinion of the World Health Organization ¹⁴² that narcotic drugs are required for use in emergencies on board aircraft engaged in international flight ; and

2. The legal advice of the United Nations Secretariat :
- (a) That the import certificate and export authorization system provided for in chapter V of the International Convention relating to narcotic drugs signed at Geneva on 19 February 1925 does not apply to narcotic drugs which, under appropriate safeguards, are carried in first-aid kits of aircraft engaged in international flight for the sole purpose of being readily available for administration in emergency cases to persons on board the aircraft as long as the drugs do not cross the customs lines at points of transit or destination other than those of the country of registration of the aircraft concerned, either because they are not removed from the aircraft, or if so removed at stopovers for a short period, are locked in bonded storage facilities of the operator concerned, and in any case remain under the control of the aircraft commander ; and
- (b) That such drugs carried in first-aid kits are not exempted from the other relevant provisions of the narcotics treaties ;

B. *Recommends* that governments should :

1. Not subject such drugs so carried (paragraph A above) to the import certificate and export authorization system of chapter V of the 1925 Convention ;

¹⁴⁰ The safeguards recommended in the resolution or suggested in its annex need be applied only to first-aid kits actually containing narcotic drugs.

¹⁴¹ Commission resolution 8 (XV) ; see ch. XI, paras. 253-255.

¹⁴² E/CN.7/L.208, pp. 10, 11 and 18 ; *Wld Hlth Org. techn. Rep. Ser.*, 1960, 188, section 5.

¹³⁸ Commission resolution 7 (XV) ; see ch. V, para. 160.

¹³⁹ *Wld Hlth Org. techn. Rep. Ser.*, 1960, 188.

2. Take all necessary measures to ensure proper use and to prevent misuse and diversion to the illicit traffic of such drugs. To this end the following principles should be observed :

- (a) Only such small amounts of narcotic drugs should be carried as are required for emergency purposes ;
- (b) The narcotic drugs should be used only in emergencies — e.g., in the event of a sudden serious illness or injury caused by a crash or otherwise ;
- (c) Only those crew members¹⁴³ adequately qualified should be permitted to administer narcotic drugs, and wherever possible after seeking medical advice ;¹⁴⁴
- (d) The first-aid kits should be safeguarded against fraud, theft and other diversions for illicit purposes ;
- (e) The operator and each aircraft carrying narcotic drugs in first-aid kits on international flight should keep records in which each individual issue, receipt, expenditure and other movement of these drugs should be entered in such a way as to give a full account of them and to prevent fraud ;
- (f) Periodic reports should be made to government control officers by the operators concerned on the acquisition, use, other disposal and stock of narcotic drugs to be used in the first-aid kits. These reports should also give all other data required to explain the balance in the stock ;
- (g) Inspections should be made periodically by operators' officials and government control officers to establish whether the provisions governing the carriage of narcotic drugs in first-aid kits are being fully implemented. These inspections should not, however, be made by government officers in countries of transit except in special circumstances determined by the local authorities concerned (annex 9 to the Convention on International Civil Aviation signed at Chicago on 7 December 1944, chapter entitled "Traffic passing through the territory of a contracting state"). If undertaken in a country of transit in such circumstances they should, in general, be limited to examining whether the seals of the first-aid kits are intact ;
- (h) The narcotic drugs needed for the first-aid kits should normally be acquired in the country of registry of the aircraft. By arrangement with the local authorities concerned, the operator may maintain small stocks under proper safeguards (paragraph (d) above) in bonded storage facilities at stopovers en route ;
- (i) Only operators which are capable of organizing the safeguards required by these rules should be permitted to carry narcotic drugs in the first-aid kits ;
- (j) The countries of transit and destination should

¹⁴³ The term "crew members" as used in these rules also applies to unlicensed flight personnel.

¹⁴⁴ In case of a crash, deviation from this and other rules might be justified under the relevant national legal principles relating to emergency situations.

- recognize that it is the responsibility of the State of registry of the aircraft to enact the necessary laws and regulations and to issue appropriate permits and licences. Actual conditions prevailing in accordance with such laws, regulations, permits and licences, and actions taken in agreement therewith, should be accepted as satisfactory by the local authorities ;
- (k) Governments should communicate to each other, through the Secretary-General of the United Nations, laws and regulations governing the carriage of narcotic drugs in the first-aid kits ;¹⁴⁵
 - (l) The Secretary-General should transmit copies of each law and regulation so received to the International Civil Aviation Organization and to the World Health Organization, and also to the International Criminal Police Organization ;¹⁴⁶

3. *Take into account*, in implementing the above-mentioned recommendations, the suggestions contained in the annex to this resolution.

ANNEX

It is suggested that in regulating the carriage of narcotic drugs in first-aid kits of aircraft engaged in international flight, the International Standards and Recommended Practices for the facilitation of international air transport as set forth in the International Civil Aviation Organization's annex 9 to the Convention on International Civil Aviation, the detailed proposals made in the document prepared by the World Health Organization on the "Carriage of Narcotics in First-aid Kits of Aircraft engaged in International Flights"¹⁴⁷ and the views of the International Criminal Police Organization¹⁴⁸ might usefully be taken into consideration. In particular, the principles outlined in paragraph 7, sub-paragraph 2 above, might be implemented by the following measures :

As regards clause (a) :

For reasons of uniform practice, the drug chosen would preferably be a morphine salt and should never be diacetylmorphine. A supply of 200-400 milligrammes of a morphine salt would be sufficient, the actual amount to be carried within these limits to depend on the size of the aircraft. The best form would be that of auto-injectable ampoules each containing 10 mg of a morphine salt. It is advisable that a specific morphine antagonist — e.g., nalorphine, be available.

As regards clause (b) :

If in need of narcotics during the flight, sick passengers, other than those mentioned in this clause, should provide themselves with the necessary supplies and the documents required under relevant national provisions relating to narcotic drugs in their possession.

¹⁴⁵ Article 21 of the 1912 Convention ; article 30 of the 1925 Convention ; and article 21 of the 1931 Convention, all three as amended by the 1946 Protocol. The related article 16 of the 1936 Convention does not seem to be relevant in this connexion.

¹⁴⁶ In accordance with para. 40 (part IX) of Council resolution 288 B (X).

¹⁴⁷ E/CN.7/L.208.

¹⁴⁸ E/CN.7/363.

As regards clause (c) :

It would be advisable to train as many crew members as possible in a knowledge of first-aid—a knowledge at least equivalent to that required for the First-aid Certificate of the Red Cross, Red Crescent, and similar societies. It would, moreover, be useful if the crew members had special instructions in the practical use of auto-injectable type of ampoules, in the uses and dangers of narcotics and their specific antagonists, and in the rules regarding safe custody. Even crew members who are trained nurses should receive this special instruction. The narcotic drugs should be administered subcutaneously. Each administration should be authorized by the aircraft commander. If a physician is among the passengers he should be consulted before administration of the narcotic drug. In other cases, and wherever practicable, medical advice should be sought by radio.

As regards clause (d) :

The aim of this clause might be accomplished by keeping the drugs in a special sealed section of the first-aid kit. It is advisable that the first-aid kit be kept in a locked compartment of the aircraft. It would be useful to divide the narcotic drugs in two equal quantities, one to be kept in a first-aid kit in the vicinity of the flight deck and the other in a first-aid kit near the tail of the aircraft, both secured as suggested above. On landing, the first-aid kits may be kept on the aircraft if a responsible member of the crew or ground staff remains on duty. Otherwise the aircraft should be locked. In any case the first-aid kits may on this occasion be removed from the aircraft and kept under lock and key in bonded storage facilities under the control of the operator. They should at all times be under the responsibility of the aircraft commander. Only persons authorized by him should have access to the first-aid kits.

As regards clause (e) :

1. The operator should keep in its office records indicating :

- (a) For each acquisition of a narcotic drug to be used in first-aid kits, the date, name and quantity of the drug and the name and address of the supplier ;

(b) In the case of each issue to and return from an aircraft, the date, name or other designation of the aircraft, name of the person issuing or returning the drug, as well as of the person receiving it, name and amount of the drug, and reference number of first-aid kit ;

(c) In the case of disposals other than issue to the first-aid kits, the date, quantity, name and address of the recipient ;

(d) All other data required to explain the balance.

2. Each aircraft should keep on board records indicating :

(a) For each receipt of a narcotic drug, the date, name of the person issuing the drug and of the person receiving it, reference number of the first-aid kit, name and quantity of the drug received ;

(b) For each administration, the date, name of the aircraft commander authorizing the administration, of the person giving the injection, identity of the patient, the reason for the injection, name and dose of the drug used ;

(c) For each return, the date, reference number of the first-aid kit, name of the person returning the narcotic drug and of the operator's official receiving it, name and quantity of the drug returned ;

(d) The names and maximum quantities of narcotic drugs of which the transport is authorized by laws or regulations, as well as the balance in the first-aid kit ; and

(e) All other data required to explain the balance.

3. It might useful if the first-aid kit contained a check list giving the names and quantities of the narcotic drugs included.

As regards clause (g) :

Subject to what has been stated in this clause, it would be useful to check records, locks and seals, and exceptionally in appropriate cases the contents of the first-aid kit, and all the other circumstances relevant to establishing whether the rules governing the carriage of the drugs are being fully implemented. It would also be useful to check the records and stocks of narcotic drugs held by the operator itself.

ANNEX I

LIST OF RESOLUTIONS ADOPTED BY THE COMMISSION

<i>Number</i>	<i>Title</i>	<i>Reference</i>
1 (XV)	Middle East Narcotics Survey Mission	Ch. III, para. 63, and ch. XIV, B
2 (XV)	Co-operation with the International Criminal Police Organization .	Ch. III, para. 64
3 (XV)	Middle East Narcotics Survey Mission : regional conferences	Ch. III, para. 65
4 (XV)	Single Convention : exempted preparations	Ch. III, para. 69
5 (XV)	First Inter-American Meeting on the illicit traffic in cocaine and coca leaves	Ch. IV, para. 87
6 (XV)	Regional conferences for narcotics control	Ch. IV, paras. 87-91
7 (XV)	Research in the field of drug addiction	Ch. V, paras. 159-162, and ch. XIV, C
8 (XV)	Recommendation for the carriage of narcotic drugs in first-aid kits or aircraft engaged in international flight	Ch. XI, paras. 253-255, and ch. XIV, D

DECISIONS OF THE COMMISSION OTHER THAN RESOLUTIONS 1 (XV)-8 (XV)

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

The Commission decided :

1. To request the Secretary-General to remind governments of their obligations under Article 13 of the 1925 Convention and to draw their attention to the list of names and addresses of competent national authorities prepared by the United Nations Secretariat (document series E/NA.19../..). (III, para. 36)
2. To request the Secretary-General to invite the States and territories listed in paragraph 5 of the Addendum to the *Summary of Annual Reports*, with the exception of Bahrein, to send their annual reports to the Secretary-General, it being understood that in doing so the Secretary-General should take into account the fact that certain of the States and territories are not bound by the 1931 Convention. (III, para. 37)
3. To request the Secretary-General to remind governments of their obligation to communicate to him the text of their laws and regulations concerning narcotic drugs. (III, para. 45)
4. That in accordance with article 2 of the 1948 Protocol, the measures applicable to drugs specified in article 1, paragraph 2, group I of the 1931 Convention should provisionally apply to the drug 1-(3,3-diphenyl-3-cyanopropyl)-4-phenylpiperidine-4-carboxylic acid ethyl ester. (III, para. 53)
5. To record its great appreciation of the work done by the Middle East Mission and to request the Secretary-General to convey its sincere thanks to all the members of the mission for the excellent service they have rendered. (III, para. 62)
6. To note with satisfaction that the WHO Expert Committee on Addiction-producing Drugs has complied with the Commission's request to prepare a revised list of the preparations which are exempted from control (and which appear in Schedule III of the third draft of the Single Convention on Narcotic Drugs) taking into account current therapeutic practice. (III, para. 69)
7. To appeal once again to governments to make prompt, full and precise reports on the illicit traffic in pursuance of their treaty obligations and in response to the requests of the international bodies concerned. (IV, para. 74)
8. To invite governments to give due attention, in establishing programmes of control or prohibition relating to narcotics, to the mixing of drugs for consumption by addicts. (IV, para. 81)
9. To draw the particular attention of all governments to the illicit traffic situation outlined in Chapter III of its report to the Economic and Social Council on its fifteenth session. (IV, para. 82)
10. To draw the attention of governments to the importance of keeping a special watch on the use of aircraft by illicit traffickers. (IV, para. 82)
11. To draw the attention of governments once more to the importance of imposing severe sentences of imprisonment for trafficking in drugs. (IV, para. 83)
12. To express the hope that the Governments of Turkey and the United Arab Republic will, at an early date, conclude a pact, as suggested by their representatives on the Commission, designed to strengthen and improve liaison arrangements at the enforcement level, particularly on their common frontier. (IV, para. 84)
13. To express the hope that the spirit of co-operation shown in the border pact recently concluded between Iran and Turkey to strengthen and improve liaison arrangements at the enforcement level, particularly on their common frontier, will be emulated in the near future by the countries of the Far East and of South America affected by heavy drug trafficking. (IV, para. 85)
14. To invite the attention of all governments to the great importance of continuing and improving direct and regular contacts among the authorities concerned regarding information on traffic and traffickers. (IV, para. 86)
15. To express the hope that the governments affected by the harmful situation which exists in particular in some parts of the Near East and the Far East, where there are obstacles in the way of direct exchange of information and of close co-operation between enforcement authorities, will soon take appropriate measures to remedy the situation. (IV, para. 86)
16. To record its appreciation of the services rendered by the International Criminal Police Organization in the international campaign against drug trafficking. (IV, para. 86)

17. To congratulate the International Criminal Police Organization on organizing the meeting of enforcement officers of South-East Asian countries at Lahore, Pakistan, on 18-23 January 1960 and to thank the Government of Pakistan for its co-operation and for the excellent arrangements made by it which greatly contributed to the success of the meeting.

(IV, para. 88)

18. To invite the Secretary-General, in drawing up the programme of work of the Secretariat, to give special attention to ways and means of furthering the development of co-operation between governments with common or interlocking regional problems, and between these governments and international bodies.

(IV, para. 92)

19. To express the hope that useful measures in the field of international co-operation will soon be forthcoming to continue the struggle against illicit trafficking in narcotic drugs in some parts of the Far East.

(IV, para. 98)

20. To urge the countries of South and Central America affected by the cocaine traffic to give attention to its repeated requests for improvement in reports on this traffic.

(IV, para. 128)

21. To express the hope that steps will be taken by the governments present at the First Inter-American Meeting on the Illicit Traffic in Cocaine and Coca

Leaves (Brazil 1960) to implement the recommendations of that meeting, and that the Commission will have more information about such steps at its sixteenth session.

(IV, para. 128)

22. To emphasize to governments the importance of the work of the Commission of having as much detailed information as possible on the incidence of abuse of drugs in all its various form and to ask the Secretary-General to renew the Commission's requests to governments to give as complete replies as possible to the questions contained in chapter X of the Form of Annual Reports.

(V, para. 158)

23. To express the hope that in future complete production and consumption statistics for the coca leaf will be made available by all the countries concerned.

(VII, para. 208)

24. To express its especial pleasure that the prohibition of the production of kif has now been extended by the Government of Morocco to the northern (former Spanish) zone, and that the Government envisages priority measures to expedite the replacement of the cultivation of the cannabis plant by other crops.

(VIII, para. 213)

25. To express the opinion that barbiturates, excepting very weak preparations, should not be sold without medical prescription.

(X, para. 250)

ANNEX III

LIST OF DOCUMENTS RELEVANT TO THE REPORT OF THE COMMISSION

Chapter

Documents

I. ORGANIZATIONAL AND ADMINISTRATIVE MATTERS

Adoption of the agenda

Provisional agenda : E/CN.7/377 and Add.1

III. IMPLEMENTATION OF THE TREATIES AND INTERNATIONAL CONTROL

Report of the Division of Narcotic Drugs

Report of the Division of Narcotic Drugs : E/CN.7/378 and Add.1

List of drugs

Table by the Secretariat : E/CN.7/378/Add.2

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

Status of multilateral narcotics conventions : E/CN.7/378/Add.3

Annual reports of governments

Summary of Annual Reports of Governments for 1958 : E/NR.1958/Summary and Add.1. United Nations publication, Sales No. : 60.XI.1, part 1 and part II

Manufacture of narcotic drugs

Note by the Secretary-General ; E/CN.7/378/Add.4 and 5

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

Note by the Secretary-General : E/NF.1959/2

Note by the Secretary-General : E/NA.1959/1/Add.1

National laws and regulations

Cumulative Index 1947-1959 : E/NL.1959/Index United Nations publication, Sales No. : 60.XI.2

Summary tabulation of changes in national schedules of drugs : E/CN.7/389

Report of the Permanent Central Opium Board

Report to the Economic and Social Council on the Work of the Board in 1959 : E/OB/15 and Addendum. United Nations publication, Sales No. : 59.XI.3 and Addendum

Statement of the Drug Supervisory Body

Estimated World Requirements of Narcotic Drugs in 1960 : E/DSB/17 and Addenda. United Nations publication, Sales No. : 59.XI.4 and Addenda

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

Wld. Hlth Org. Techn. Rep. Ser., 1960, 188 : E/CN.7/386

Middle East Narcotics Survey Mission

Report of the mission : E/CN.7/382

IV. ILLICIT TRAFFIC

Reports on the illicit traffic in 1959

Review of the illicit traffic in narcotic drugs during 1959 : E/CN.7/387

Memorandum by the International Criminal Police Organization on the illicit traffic in 1959 : E/CN.7/388

Final Act of the First Inter-American Meeting on the Illicit Traffic in Cocaine and Coca Leaves : E/CN.7/393

Note by the United States delegation on the illicit traffic : E/CN.7/394

Letter from Govt. of Portugal : E/CN.7/379

Chapters XI of annual reports for 1959 : E/CN.7/R.10 and Add.1-51

Summaries of reports on illicit transactions and seizures : E/NS.1959/Summaries 4-12, E/NS.1960/Summaries 1-2

Report of the Committee on Illicit Traffic : E/CN.7/L.230

V. ABUSE OF DRUGS (DRUG ADDICTION)

Note by the Secretary-General : E/CN.7/380

Statement submitted by the International Federation of Women Lawyers : E/CN.7/392

VI. OPIUM AND OPIATES (INCLUDING SCIENTIFIC RESEARCH ON OPIUM)

Scientific research on opium

Note by the Secretary-General : E/CN.7/383 and Add.1

VIII. THE QUESTION OF CANNABIS (INCLUDING SCIENTIFIC RESEARCH ON CANNABIS)

Surveys of the cannabis situation in Cuba, the Dominican Republic, Haiti and Greece : E/CN.7/286/Add.25-29

IX. THE QUESTION OF SYNTHETIC NARCOTIC DRUGS

Note by the Secretary-General : E/CN.7/385

Replies to secretariat questionnaire on proposed methods to facilitate the identification of narcotic drugs by enforcement officers : E/CN.7/390, and Corr.1 ; E/CN.7/390/Add.1

XI. CARRIAGE OF NARCOTIC DRUGS IN FIRST-AID KITS OF AIRCRAFT ENGAGED IN INTERNATIONAL FLIGHT

Note by the Secretary-General : E/CN.7/384 and Add.1

XII. TECHNICAL ASSISTANCE FOR NARCOTICS CONTROL

Report by the Secretary-General : E/CN.7/391

XIII. PROGRAMME AND PRIORITIES IN THE FIELD OF NARCOTIC DRUGS ; CONTROL AND LIMITATION OF DOCUMENTATION

Note by the Secretary-General : E/CN.7/381 and Corr.1

CONTENTS (continued)

Chapter	Paragraphs	Page
IV. ILLICIT TRAFFIC	70-142	11
Introduction	70-73	11
Review of the illicit traffic	74-142	11
I. Salient features	74-92	11
II. The situation as regards individual drugs	93-142	15
Opium (raw opium, prepared opium, dross, etc.)	93-107	15
The opiates (crude morphine, morphine base and diacetylmorphine)	108-121	18
Cocaine	122-128	20
Cannabis	129-136	21
Synthetic drugs	137-140	22
Other natural drugs and their preparations	141-142	22
V. ABUSE OF DRUGS (DRUG ADDICTION)	143-177	22
VI. OPIUM AND OPIATES (INCLUDING SCIENTIFIC RESEARCH ON OPIUM)	178-198	28
VII. THE QUESTION OF THE COCA LEAF	199-208	30
VIII. THE QUESTION OF CANNABIS (INCLUDING SCIENTIFIC RESEARCH ON CANNABIS)	209-216	31
Introduction	209	31
Extraction of useful drugs	210-211	31
Surveys of the cannabis situation in individual countries and territories	212-214	32
Scientific research on methods of identifying cannabis	215-216	32
IX. THE QUESTION OF SYNTHETIC NARCOTIC DRUGS	217-232	33
X. OTHER SUBSTANCES	233-250	34
The question of khat	233-242	34
Questions relating to the control of other substances (barbiturates, tranquillizers, amphetamines, etc.)	243-250	35
XI. CARRIAGE OF NARCOTIC DRUGS IN FIRST-AID KITS OF AIRCRAFT ENGAGED IN INTERNATIONAL FLIGHT	251-255	36
XII. TECHNICAL ASSISTANCE FOR NARCOTICS CONTROL	256-262	37
XIII. PROGRAMME AND PRIORITIES IN THE FIELD OF NARCOTIC DRUGS; CONTROL AND LIMITATION OF DOCUMENTATION	263-268	37
Programme and priorities in the field of narcotic drugs	268-267	37
Control and limitation of documentation	268	38
XIV. RESOLUTIONS FOR ACTION BY THE ECONOMIC AND SOCIAL COUNCIL		38

ANNEXES

I. List of resolutions adopted by the Commission	41
II. Decisions of the Commission other than resolutions 1 (XV) — 8 (XV)	42
III. List of documents relevant to the report of the Commission	43

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