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COMMISSION ON NARCOTIC DRUGS

Fourth session

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HELD AT LAKE SUCCESS, NEW YORK
FROM 16 MAY TO JUNE 1949

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INTRODUCTION

(To be issued separately as an addendum to this document)

I. ORGANIZATIONAL AND ADMINISTRATIVE MATTERS

1. Opening of the session

The fifteen Members of the Commission were represented as follows:

Canada:	Colonel C.H.L. Sharman, CMG, CBE, ISO Mr. G. K. Grande (Alternate) Mr. G. K. Starne (Alternate)
China:	Dr. C. L. Hsia Mr. P. Y. Tsao (Alternate) Mr. H. C. Wu (Adviser)
Egypt:	Brigadier M. M. El-Khouli Bey Dr. A. Ismail (Alternate)
France:	Mr. G. Bourgois
India:	Mr. M. G. Menon Mr. B. N. Nanda (Alternate)
Iran:	His Excellency, Mr. N. Entezam Mr. A. G. Ardalan (Alternate)
Mexico:	Dr. O. Rabasa Dr. A. Martinez Lavallo (Alternate)
Netherlands:	Mr. A. Kruijse
Peru:	Dr. C. Avalos
Poland:	Professor A. W. Rudzinski
Turkey:	Dr. C. Or Mr. R. Oren (Adviser)
Union of Soviet Socialist Republics:	Professor V. V. Zakusov
United Kingdom:	Mr. T. Hutson
United States of America:	Mr. H. J. Anslinger Mr. G. A. Morlock (Adviser) Mr. J. W. Bulkley (Adviser) Mr. A. Tennyson (Adviser)
Yugoslavia:	Mr. S. Krasovec

Mr. H. L. May attended in his capacity as President of the Permanent Central Opium Board (P.C.O.B.) and of the Supervisory Body.

Mr. L. Steinig, Director of the Division of Narcotic Drugs, represents the Assistant Secretary-General in charge of Social Affairs.

Sir H. Greenfield, CSI, CIE, attended in the capacity of special consultant to the Division of Narcotic Drugs.

/Mr. S. Krasovec

Mr. S. Krasovec, the representative of Yugoslavia, who was Chairman of the Commission during its third session, opened the session by welcoming the new members and giving the Commission a brief summary of the more important events which had occurred in the field of control of narcotic drugs since the end of the third session.

2. Adoption of the agenda

The provisional agenda (E/CN.7/167) was unanimously adopted with the exception of item 17, regarding the renewal of the Commission. The proposal of the representative of the United States to omit this item, on the grounds that the Economic and Social Council had disposed of it during the eighth session was accepted unanimously.

The agenda read as follows:

1. Adoption of the agenda
2. Election of the Chairman, Vice-Chairman and Rapporteur
3. Progress report on the work of the Division of Narcotic Drugs
4. Consideration of the Summary of Annual Reports for the year 1947
5. Illicit traffic
 - (a) Consideration of advance reports on illicit traffic supplied by Governments (Chapters V of the Annual Reports for 1948)
 - (b) Situation in Germany
 - (c) Two monthly summaries of seizure reports for the periods March-April 1948, May-June 1948, July-August 1948, September-October 1948, November-December 1948 and January-February 1949
 - (d) Trends of illicit traffic
6. Preparatory work for the elaboration of a draft of a new single Convention on Narcotic drugs including provisions on the limitation of the production of raw materials
7. Studies and inquiries undertaken regarding the possibility of convening a conference to conclude a provisional agreement on raw opium
8. Laws and regulations
9. Methods of determining the origin of opium by chemical and physical means
10. Limitation of the production of raw materials
 - (a) Further replies from Governments to the questionnaire on raw opium
 - (b) Further replies from Governments to the questionnaire on the coca leaf
 - (c) Analysis of the world production of opium in relation to medical needs

- (d) Necessity for the opium-producing countries to supply production statistics to the Secretariat
- (e) Correspondence with the Government of Bolivia regarding its reply to the questionnaire on the coca leaf
- 11. Commission of Inquiry into the effects of chewing the coca leaf
- 12. Abolition of opium smoking
- 13. Drug addiction
- 14. Studies on Indian hemp
- 15. 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
- 16. Recommendations adopted by the Expert Committee on Habit-Forming Drugs of the World Health Organization during its first session (Geneva 24-29 January 1949)
- 17. Permanent Central Opium Board and Supervisory Body
 - (a) Arrangement between the Economic and Social Council and the Permanent Central Opium Board
 - (b) Privileges and immunities
 - (c) Report on the work of the Board in 1948
 - (d) Estimated world requirements of narcotic drugs in 1949
- 18. Consideration of other questions
- 19. Adjournment
- 3. Election of officers

The Commission unanimously re-elected Mr. Krasovec (Yugoslavia) Chairman, Dr. Hsia (China) Vice-Chairman, and Mr. Krusse (Netherlands) Rapporteur.

II. REPORTS AND REVIEWS

4. Progress report of the Division of Narcotic Drugs

The Commission discussed and unanimously approved the report on the progress and activities of the Division of Narcotic Drugs during the period between the end of the third session and the beginning of the fourth session (E/CN.7/160). It took note at the same time of circular communications despatched by the Secretary-General (E/CN.7/157) and the summary of replies thereto (E/CN.7/160/Add.1), and received the Table of Ratifications (E/CN.7/160/Add.3).

5. Annual Reports

(a) Summary of Annual Reports for the year 1947

The Commission examined the Summary of Annual Reports for 1947 (E/CN.7/W.43) and noted that 101 reports had been forwarded by Governments for that year as against 94 received in respect of 1946.

(The Commission not having finally disposed of this matter, additional paragraphs will require to be inserted in this section. They will be contained in an addendum to the present document to be published as soon as may be possible.)

On the proposal of the representative of the United States, the Commission decided to request the Secretariat to bring that section of the annual report of Colombia for 1947 which deals with coca to the attention of the Commission of Inquiry into the effects of chewing the coca leaf.

The Commission likewise decided to draw the attention of the Economic and Social Council to the statement by the Secretary-General of the Ministry of Health of Colombia, referred to in the annual report for 1947, that the opinion of those who insisted that coca consumption was not only harmless but beneficial must simply be disregarded.

During the debate on the annual reports the following declarations were made. The representative of the United States emphasized that it was highly regrettable that no report had been received either for the French or for the Soviet Zones of Germany or from India, Iran, Peru or the Union of Soviet Socialist Republics, considering that these States were represented on the Commission. The representative of Iran explained that the Iranian calendar year began on 21 March and the report for 1946 accordingly covered the earlier months of 1947. The report for the remainder of 1947 would be sent as soon as possible. The representative of Peru emphasized that administrative difficulties had in the past prevented the Government from submitting its reports. He was sure that there would be an improvement in the future.

The representative of the USSR observed that the Government had resumed the practice of sending statistical returns to the P.C.O.B., and that as there was no drug addiction or illicit traffic in the USSR, the question should be presented more simply in future. The representative of India expected that the Government would submit the report for 1947 in the near future.

After examination of the list of the Sovereign States and territories for which the Secretary-General had not received annual reports for 1947, the Commission decided to recommend to the Economic and Social Council the adoption of the following resolution:

"ANNUAL REPORTS REQUIRED BY ARTICLE 21 OF THE CONVENTION OF
13 JULY 1931 FOR LIMITING THE MANUFACTURE AND REGULATING THE
DISTRIBUTION OF NARCOTIC DRUGS

"The Economic and Social Council

"Having had its attention drawn by the Commission on Narcotic Drugs to the fact that on 16 May 1949, the date of the opening of the fourth session of the Commission, annual reports for the year 1947, to be submitted by Governments under article 21 of the 1931 Convention, had not been received from a number of countries,

"Being informed that such reports are indispensable to the proper functioning of the Commission,

"Requests the Secretary-General to address a special circular note verbale to the Governments mentioned in the list annexed to this resolution (Annex C to the present report), which since 1945 have failed to submit their reports for two years including the year 1947, calling attention to their obligations under article 21 of the 1931 Convention to forward annually a report on the working of the Convention in their countries, and to the fact that this report is to reach the Secretary-General on or before 30 June of the year following that for which it is due, in accordance with the Commission's decision as approved by the Council."

(b) Annual Report of Mexico for the year 1948

With reference to discussions during previous sessions, the Commission examined the report submitted by the Government of Mexico for the year 1948, which was reviewed by the representative of that State. He told the Commission that Mexico had a long history of legislation against illicit traffic dating from 1871 to 1947, when the penal code had last been further strengthened in this respect. Recently, also, a permanent campaign against illicit manufacture and traffic had been instituted, as a result of

which by 1948 690,000 square meters of land previously used for opium poppy growing had been changed over to other crops. Drastic action had also been taken to destroy poppy fields and plantations of Indian hemp, and two illicit laboratories engaged in the production of opium derivatives had been closed down.

The representatives of Canada and of the United States congratulated the representative of Mexico on the report and the improved situation as regards the illicit traffic in that country which it portrayed.

On the proposal of the Chairman, the Commission decided to record its appreciation of the measures taken by the Government of Mexico to stamp out the illicit traffic in that country, and of the excellent annual report for 1948 transmitted by the Government of that State.

6. Illicit traffic

(a) Consideration of advance reports on illicit traffic supplied by Governments (Chapters V of Annual Reports for 1948)

The representative of the United States commenting on the Governments' report (E/CN.7/W.42/Add.1, E/CN.7/W.42/Add.1/Corr.1) said that seizures of most drugs had increased during 1948. The opium seized was principally of Indian, Iranian and Turkish origin, the morphine seized came mainly from Mexico and the heroin from Turkey. A large part of the Iranian drugs was stick opium. Until 1946, the world illicit traffic in cocaine had been largely held in check, but since then it had grown considerably and was now very great indeed. He emphasized that cocaine, mainly of Peruvian origin, was now illicitly offered for sale in nearly every city in the United States. He expressed the hope that the Commission would take up the illicit traffic in this drug during its fifth session.

The representative of Peru explained the difficulties which had until now prevented the Government from controlling the illicit traffic effectively. He outlined two decree-laws (E/CN.7/170) to strengthen the control over such traffic, pointing out that article 21 of the Decree-Law No. 11005 withdrew all authorizations for the manufacture of narcotic drugs, which would strengthen controls and also allow the Government, if it so decided, to establish a State monopoly of manufacture.

The representative of India surveyed measures recently taken in the struggle against opium smuggling in that country. The representative of the United States, commenting on the report of Transjordan, said that he understood that the main route for the smuggling of hashish and opium from Lebanon and Syria into Egypt now went through Transjordan. The representative of Egypt said that his information on the subject was incomplete but that

the Government of Egypt was in diplomatic communication with that of Lebanon with a view to suppressing this traffic. In connexion with the Government's report (E/CN.7/W.42/Add.3), he outlined the difficulties of controlling the illicit traffic in Egypt and said that the Government hoped that the Secretary-General would approach those States which had not acceded to the conventions on narcotic drugs to become Parties thereto.

The Commission decided to put on record that it viewed with great concern the rising tide of illicit traffic, especially in the Middle East, the Near East and the Western Continent.

(b) Situation in Germany (E/CN.7/W.42)

The representative of the United Kingdom, commenting on the report for the British Zone of Occupation, informed the Commission that a British narcotics officer had been appointed to the zone in September 1948, and that the illicit traffic, although still serious, was diminishing, especially as regards the traffic into Belgium and the Netherlands. Enormous stocks of former Wehrmacht narcotics made the situation abnormal and it might take several years before it was cleared up. The existence of D.P. camps, in which narcotics had taken the place of cigarettes as a "currency", further complicated the problem of control.

The representatives of the United States and of the Netherlands commented on the good progress made in the British Zone, the latter stating that a considerable part of the illicit traffic was still to the Netherlands. He added that frontier restrictions made it difficult for Netherlands police and customs officials to enter Germany in the performance of their duties.

The representative of Poland expressed some criticism of the reports for both the British and United States Zones. He considered that a period of several years before the suppression of illicit traffic could be expected was not satisfactory.

In reply to a suggestion by the representative of Canada that the supply of narcotic drugs by the International Refugee Organization to D.P. camps should be tightened up, the Secretariat undertook to try to obtain further information. The Commission was informed that British and United States officials would visit Geneva in the near future to discuss this matter with the Organization.

The representative of France told the Commission that he had not yet received the report for the French Zone, and the representative of the USSR stated that control in the Soviet Zone was in the hands of German health and police authorities. In connection with various statements in the documents that the British and United States authorities had not had full

co-operation from the Soviet authorities in the control of illicit traffic, he added that he had no evidence of official requests for assistance having been made. The representative of the United States stated that meetings of occupation narcotics authorities had taken place in Berlin at least until June 1948, the minutes of which he would submit to the Commission at its fifth session if it so wished.

The Commission decided to recommend strongly to the Occupying Powers to exercise a more efficient collaboration in the future for the control of the illicit traffic throughout Germany.

(c) Seizure reports

(Two-monthly summaries of seizure reports for the periods March-April 1948 (E/NS.1948/Summary 2), May-June 1948 (E/NS.1948/Summary 3), July-August 1948 (E/NS.1948/Summary 4), September-October 1948 (E/NS.1948/Summary 5), November-December 1948 (E/NS.1948/Summary 6) and January-February 1949 (E/NS.1949/Summary 1).)

On the first occasion that it had before it a set of two-monthly summaries of seizure reports covering a whole year, the Commission agreed that such summaries were an improvement over the individual reports formerly circulated to Governments. On the proposal of the representative of the Netherlands, the Commission, by 6 votes in favour, none against and 9 abstentions, decided to request the Secretariat to include in each two-monthly summary of seizure reports an index of the names of the ships, showing the flags under which they sailed, on board of which seizures of narcotic drugs had been made.

In connexion with the interest expressed by the International Criminal Police Commission (I.C.P.C.) in the work of the Commission, the Director of the Division of Narcotic Drugs drew attention to the fact that the Economic and Social Council had, on 16 February 1949, granted consultative status (Category (b)) to the I.C.P.C., which was accordingly entitled to receive the Commission's agenda and to be represented by an observer at its meetings.

Commenting on the information extracted from seizure reports received by the Secretariat between 1 March and 30 April 1949 (E/CN.7/W.46), the representatives of the Netherlands and of the United Kingdom referred to a strong gang of traffickers who were now operating in north-western Europe. Further developments in this matter were to be expected.

(d) Illicit traffic in opium in Indonesia

The Commission considered a report from the Government of the Netherlands (E/CN.7/W.48) on a seizure of 233.42 kilogrammes of raw opium

in Batavia and Surabaya in July and August 1948. The representative of the Netherlands pointed out that this seizure had led to the discovery of the illegal export of more than 6 tons of raw opium from Republican territory in Indonesia to traffickers at Singapore, and it was believed that the amount exported had reached almost 15 tons. The use of raw and prepared opium by the Republican troops had contributed to the illicit traffic and had been detrimental to the measures taken to suppress the smoking of opium.

The representative of the United Kingdom informed the Commission that he had no evidence of the arrival in Singapore of illicit opium from Indonesia. The Secretariat undertook to make inquiries, at the instigation of the representative of India as to whether the authorities of the Republic of Indonesia were in a position to reply to certain allegations contained in the report.

(e) Illicit traffic in cocaine in Peru

The representative of Peru informed the Commission that the Peruvian authorities had very recently discovered the existence of a large gang of illicit traffickers in cocaine whose ramifications covered the whole American continent. Several of the leaders had already been arrested and telegrams had been sent to the chiefs of police throughout the continent giving information about the gang. Two illicit factories for the manufacture of cocaine which had been found in the forests in the interior of the country had been closed and their operators arrested. This occurrence confirmed the opinion already expressed by the representative of Peru that the new legislation would enable the authorities, with the assistance of the narcotics administrations of neighbouring countries, to honour Peru's international obligations to gain an effective control over the illicit traffic.

The representative of the United States congratulated the Peruvian authorities on their handling of this case. There had until recently been eight licenced and ten unlicenced cocaine factories in Peru, with a reported annual production of 5,000 kilogrammes, which was three times greater than the 1,500 kilogrammes required each year for the medical and scientific needs of the whole world. The Government had acted wisely in closing all factories since this would greatly facilitate the task of controlling the world production of cocaine.

(f) Trends of illicit traffic

The Commission examined the memorandum on illicit traffic during 1948 (E/CN.7/W.47), which was based on information contained in the Chapters V of annual reports for that year and in seizure reports. Statistical

Tables A and B, showing the amounts and origins of drugs seized in various countries during 1948, contained in the memorandum are reproduced as Annex D to this report. It appears from Table B that only some Governments have indicated the origin of narcotics seized, pursuant to the recommendation made by the Commission at its third session; as far as raw opium was concerned for example, the origin of only one third of the quantity seized during the year could be given.

In this connexion, the Commission expressed concern about the situation in Egypt where more than 4-1/2 tons of raw opium were seized and yet the Egyptian Government was unable to indicate clearly the origin. During the discussion, the representative of Canada, referring to the responsibility of neighbouring countries from which drugs can be smuggled into Egypt, pointed out that the licencing of land areas for the growing of the opium poppy rather than the issuing of licences to individual cultivators for this purpose inevitably lead to opium smuggling. The weather and other uncontrollable factors made it impossible to estimate an exact production quota for a given area under cultivation, and the temptation to divert any excess production over the quota into illicit channels might be very great. The Commission took notice of the assurances given by the representative of Egypt to the effect that the Government was in touch with the Governments of other countries whose collaboration was considered necessary to eradicate possible sources of smuggled opium.

The Commission noted with regret that 59 Sovereign States and 78 territories had not submitted any information on illicit traffic in respect of 1948, among them some countries (Bolivia, Chile, Iran, Italy and Peru) which had been mentioned in the reports of other Governments as sources of supply of narcotics to the illicit traffic. To facilitate its examination of the trends of illicit traffic throughout the world the Commission desires to be fully informed in future of the scope of this traffic, and has accordingly decided to request the Secretary-General to bring to the notice of Governments the Commission's recommendation that even where there has been no case of illicit traffic in narcotic drugs in a country or territory during a calendar year. Chapter V of the annual report for that year giving this information should nonetheless reach the Secretary-General by 31 March of the following year to enable him to submit to the annual session of the Commission a complete analysis of the trends in illicit traffic.

(g) General considerations

During the debate on illicit traffic it was pointed out that many seizure reports submitted to the Secretary-General under article 23 of the 1931 Convention were deficient in essential information. As a possible way

to remedy this state of affairs, a return might be made to a method which had been used effectively in the past for reminding Governments of the detailed information required in respect of each seizure. This would be to attach to each two-monthly summary of seizures a note by the Secretary-General indicating the form in which seizure reports should be submitted. The Commission accordingly decided to request the Secretariat to include in future summaries of seizure reports the form for reports on illicit transactions and seizures given in Annex E to this report.

At the conclusion of the debate on illicit traffic, the representative of Peru drew the Commission's attention to the Government's present difficulties in regard to the control of the production of the coca leaf, which would, however, be ameliorated in the future as a result of the new legislation which had recently been put into force.

The Commission finally decided unanimously to draw the attention of the Economic and Social Council to the fact that the volume of illicit traffic throughout the world was still considerable, that the amounts of narcotic drugs in the illicit traffic in certain areas had increased alarmingly, that clandestine factories were still operating and that a new danger had been created by the appearance of synthetic drugs, and to recommend that all States Parties to the international conventions on narcotic drugs should:

- (1) Increase their efforts to detect and suppress the illicit production of opium, coca leaves and other raw materials from which narcotic drugs are produced, and the illicit manufacture of these drugs;
- (2) Apply stringent measures of control to the trade in, the distribution and transportation of narcotic drugs paying special attention to the smuggling of drugs in airplanes;
- (3) Strengthen measures for apprehending traffickers and subject them to severe penalties under existing laws.

7. Laws and regulations

In connexion with the publication of the first annual summary of laws and regulations on narcotic drugs (E/NL.1947/Summary), the Commission was informed that a second summary would be issued before the end of the year containing information received up to 15 March 1949. The Secretariat was also engaged in the compilation of a list of all national laws and regulations on narcotic drugs now in force and in the preparation of a digest of such legislation. After the appearance of this digest the publication of annual summaries would be continued to serve as supplements to it, and in this way authoritative surveys showing how States had legislated in the

performance of their obligations under the Conventions would, for the first time in the history of the control of narcotics, eventually become available.

In reply to a question by the representative of the United States the representative of Iran informed the Commission that the proposal to impose the death penalty for opium smoking in that country had not yet come before Parliament. The representative of the Netherlands drew attention to a publication of the World Health Organization (WHO) which was concerned with the whole field of health legislation previously covered by the Office internationale d'Hygiène publique. The Secretariat had been in touch with WHO regarding this publication, but only one issue had so far been published containing the texts of national health legislation. It therefore did not impinge on such analytical studies as the annual summaries. The representative of Mexico drew the Commission's attention to the fact that the annual report of that country for 1947 and 1948 contained complete summaries of the Mexican narcotics legislation which was very comprehensive.

The Commission decided that the annual summaries of laws and regulations would be very useful for many purposes and recommended that they should always be published in printed form.

8. Abolition of opium smoking

The Chairman agreed with the representative of Canada that it was to be regretted that documents E/CN.7/165 and E/CN.7/165/Add.1 did not contain reports from the countries in which opium smoking had formerly been particularly prevalent, and observed that the Governments concerned appeared not to have paid sufficient attention to resolution 159 (VII, II, B adopted by the Council on 3 August 1948).

The representative of India informed the Commission that the report from the Government would soon be forthcoming, and that on 20 November 1948 it had been decided to prohibit the smoking of opium in India except by confirmed addicts as long as they should survive. The prohibition was already in force in some States.

With regard to the situation in Indo-China in 1948 the representative of France observed that while in 1868 the amount of opium smoked in that country had been 600 tons, the figure had decreased by 1948 to 9-1/2 ton which did not represent a serious social danger in a population of twenty millions. The disintoxicating clinics and opium dens had been closed, and since the beginning of the present year the sale of opium for smoking was being carried out exclusively by the authorities, which would enable the number of smokers during 1949 to be computed exactly. The representative

also drew the Commission's attention to a serious mistake in the exports of opium given in document E/CN.7/197/Add.6, which contained a reference to two sales by the Government of Iran of 49 tons each to Indo-China. Actually there had been but one such sale. He added that the decline in opium smoking in Indo-China was the result not only of suppressive measures but also of propaganda and of improvements in the conditions under which the people lived. He invited the Commission to pay careful consideration to this fact in its general examination of the problem.

The representative of the United Kingdom observed that there were two aspects of the situation in Singapore which were worthy of note. Singapore was particularly exposed to smuggling of narcotics from neighbouring countries of which Siam was certainly one. But during 1948 the opium had come mainly from China and not, as formerly, from India and the Persian Gulf. The second fact was that the Malayan-born Chinese inhabitants were increasing in numbers as compared with those born in China, and the fact that the former are less liable to become addicts should produce an improvement in the situation in the future.

The representative of the Netherlands explained that the opium monopoly had now been abolished in Indonesia, and in 1948 no opium at all had been imported into or manufactured in the country. During the year the number of smokers in federally-controlled territory had fallen from 3,000 to 700. The sale of prepared opium to the remaining smokers had ceased at the beginning of 1949, being replaced by tablets containing 100 milligrammes of opium which could only be taken orally or used for injections. Although these very severe restrictions have resulted in a decrease in the numbers of smokers and the amount of opium consumed, they have also encouraged the illicit traffic, in which the price of raw and prepared opium has fallen as a result of its use as currency by the Republican armies.

Reports on the abolition of opium smoking during 1948 for Indo-China, Indonesia and Singapore were submitted to the Commission during the session.

9. Drug addiction

(a) Questionnaire on drug addiction

The Commission took note of further replies from Governments to the questionnaire on drug addiction (E/CN.7/111/Add.2, E/CN.7/111/Add.3, E/CN.7/111/Add.4 and E/CN.7/111/Add.6) and considered the classification and analysis of these replies prepared by the Secretariat (E/CN.7/166).

In connexion with the treatment of drug addicts by doctors, the representative of Canada informed the Commission that in his country doctors were not allowed to prescribe drugs for the treatment of addicts, nor were

/they under

they under obligation to compel addicts to undergo disintoxication treatment. The representative also drew attention to the fact that only three replies to the questionnaire had contained a definition of the drug addict. While there had been 4,000 addicts in Canada in 1946 the figure had been reduced to 3,500 in 1947 (E/CN.7/111/Add.4) and a further reduction was to be expected in 1948.

In reply to the President of the P.C.O.B. the representative of Iran stated that the system of export authorizations and import certificates was in use in Iran and that exports of opium would in future be limited to medical and scientific needs. The representative of the United States referred to an estimated production of 1,500 tons in Iran in 1949, but the representative of Iran denied categorically that that country had ever produced as much as this in a single year, the figure of 789 tons for 1940 being the largest production there had ever been. In 1947 the production was 5 tons and in 1948, 34 tons. In future a maximum of 350-400 tons would be produced annually.

As regards the control of cultivation in Iran, the representative told the Commission that every farmer had to inform the authorities of the area to be cultivated and the amount of seed to be sown. The crop, which took from 60 to 80 days to grow, was ready by the middle of May when Government inspectors visited the fields and estimated the yield. When the opium was disposed of to the Government monopoly a check was made to ensure that the amount actually handed over conformed reasonably well with the estimated yield.

A parliamentary committee was now studying a bill to prohibit the production of smoking opium and the practice of smoking, and in reply to a question from the representative of the Union of Soviet Socialist Republics regarding the apparent anomaly as shown by statistical returns, between the number of drug addicts in Canada and Iran, the representative of Iran said that until recently opium smoking had been permitted; today there were officially no opium smokers.

The representative of the United Kingdom said that his estimate of the amount of opium produced in Iran in 1948 agreed substantially with that of the representative of the United States but was, if anything, a little higher. The representative of the United States said that his figure had come from the Director of the Iranian Opium Monopoly, whose estimate had been 1,500 to 2,000 tons. As a general rule the estimated production in Iran and Turkey was lower than that actually produced.

The Chairman of the P.C.O.B. observed that since there were no addicts and no illicit traffic in Iran, all opium production would be directed towards

medical and scientific needs. He did not understand why the Government should, in these circumstances, envisage the very large production of 350 tons a year.

The representative of the Union of Soviet Socialist Republics said that the problem of drug addiction was very complicated and of great significance. Measures to reduce it were possible but it appeared that those taken over a long period by various international organizations, including the Commission, had not proved successful. It was apparent that there was no logical relationship in certain countries between the legislation on drug addiction and the actual situation, since from the legislation it would seem that the situation should be satisfactory, but in practice this was in some countries which had the most severe legislation far from the case. The problem was treated too formally, and it was clear that addiction could not be stamped out by suppressive measures alone. The procedure adopted in some countries seemed somewhat illogical, and he wondered whether the issue of opium pills to drug addicts in Indonesia was scientifically justified. The amount of drug addiction differed greatly as between Sovereign States and their colonies, and for this reason he had, during the last session of the Commission, expressed himself strongly against the inclusion in the single convention of any colonial clause.

In the Union of Soviet Socialist Republics drug addiction had disappeared as a result of an improvement in social conditions. The use of narcotic drugs was very strictly controlled and there was no illicit traffic, a situation largely brought about by the fact that there was no private trade and there were no private doctors to feed such a traffic. It was accordingly difficult for the Government to reply to the questionnaire on drug addiction because it was not relevant to the way of life in the Soviet Union. He emphasized again that drug addiction could be brought under control if the proper measures were taken, and in reply to the representative of the United States, explained that although pharmacies and not doctors were the normal suppliers of narcotic drugs to patients in the Union of Soviet Socialist Republics doctors were authorized to issue them in emergency cases.

The representative of France observed that drug addiction affected different classes in the East and the West. In Indo-China an attempt had been made to solve the problem by propaganda and the raising of living standards. He agreed with the representative of the Union of Soviet Socialist Republics that it would be useful for a study of addiction to be made in the Far East.

The representative of Canada observed that the reduction of the number of addicts in a country was perfectly possible if the narcotic laws were vigorously enforced, but that it was of no use to legislate and fail to apply the complimentary enforcement measures. Another method of attacking the problem was to pursue the illicit trafficker, for if there was an illicit traffic in a country at least part of it would go to satisfy the needs of drug addicts in that country.

In reply to the representative of the United States, the representative of the United Kingdom informed the Commission that in England great confidence was placed in the medical profession, but doctors were not authorized to give narcotics to addicts who were not in medical need of them. He pointed out, however, that the medical need in some cases arose by reason of addiction.

The representative of the Netherlands stated that although there was still drug addiction in Indonesia, it was decreasing, probably as a result of education and an improvement in social conditions. He agreed that the issue of opium pills to addicts was not a particularly effective approach to the problem but there were insufficient doctors and hospitals to deal with it in other ways. When more doctors and hospitals became available, the situation, which was already better, would improve still further, but even at present there were only a few hundred registered addicts in a population of some 70 million. He suggested that the United Nations Educational, Scientific, and Cultural Organization might be asked to collaborate in an educational programme to combat drug addiction.

The Director of the Division of Narcotic Drugs recalled that the proposal had been raised during the second session of the Commission, when it had been felt that the first question to be decided was whether an educational and propaganda campaign was desirable and how it should be conducted in different parts of the world.

The representative of Canada introduced a draft proposal to request the Secretary-General to begin work on an analytical study of the laws and regulations relating to drug addiction.

The representatives of the Netherlands and of Yugoslavia suggested that the question of drug addiction and education should be placed on the agenda of the fifth session of the Commission. They considered that in countries having a high general standard of education very severe laws were perhaps the only way to control wide-spread addiction. Where the number of addicts was small and localized, for example, in the medical profession and amongst patients, legislation was not so important.

The representative of the United States of America observed that education could cause an increase in drug addiction as a result of curiosity, rather than a decrease, whereas measures for the limitation of production, such as the 1931 Convention, were certain to reduce it. In the Union of Soviet Socialist Republics there was no over-production and hence little addiction; in Iran it was the over-production which led to addiction.

The representative of Peru observed that the Government had not replied to the questionnaire on drug addiction because it had no reliable figures for the number of addicts, but the new decree-laws would help in this direction by giving the Government the power to take the necessary action. He observed that in Peru addicts who are medically ill could obtain narcotics.

The representative of France pointed out that education was a solution to the problem of addiction only in the Far East. In Europe and America curiosity was often the cause of addiction, and instruction regarding narcotic drugs in western schools would certainly have a bad effect, whereas in the East narcotics did not arouse the same curiosity.

It was pointed out that the proposal of the Canadian representative would, if adopted, reveal the relative importance of the educational aspects of the matter because they were closely connected with the question of legislation, and it would accordingly be better to make the proposed study first and to consider the educational problem and consultation with UNESCO at a later stage. The representative of the Netherlands observed that the educational methods employed would have to be different in the East from those adopted in the West, where addiction had often been encouraged by inappropriate medical treatment, and the following proposal by the representative of Canada was then adopted unanimously by the Commission.

"To supplement the study made by the Secretariat on the analytical classification of the replies by Governments to the questionnaire on drug addiction (E/CN.7/166), the Commission requests the Secretary-General to begin work on an analytical study of the laws and regulations relating to drug addiction."

On the proposal of the representative of Yugoslavia the Commission decided to request the Secretary-General to consult the World Health Organization with a view to ascertaining the present state of medical research on drug addiction.

(b) Chapter on drug addiction in the form of annual reports

The Commission considered a draft of a revised and considerably enlarged Chapter II (E/CN.7/173) to replace Chapter II in the "Form of Annual Reports" (E/NR.1948/FORM).

/The representative:

The representatives of Canada and Egypt agreed that an amplification of the existing Chapter II was desirable, but that the new draft would give Governments much additional work in the compilation of the statistics requested. The representative of the Netherlands shared this view but none the less thought that the details of the ages and professions of addicts asked for under Section A, 2 would be of great interest, while the representative of the United Kingdom considered that a broad analysis of this information was all that should be required.

Various drafting changes were proposed by the representatives of Canada, China, the United States of America and Yugoslavia, the latter emphasizing that the age of addicts was the most important factor. The representative of France pointed out that drug addiction was a social phenomenon presenting different aspects in different parts of the world, that the classes involved were different, and that the control measures employed should be varied accordingly. Account of these facts should be taken in the new Chapter II.

The representative of the Union of Soviet Socialist Republics considered the draft before the Commission was in need of considerable amendment, and on the proposal of the Chairman, the Commission accordingly decided to appoint a drafting Sub-Committee of the representatives of Canada, China, Egypt, the Union of Soviet Socialist Republics, the United Kingdom and the United States to consider the Chapter II given in document E/CN.7/173 and to submit a redraft to the Commission for its approval.

(The Commission not having yet approved the redraft of Chapter II submitted by its sub-committee, the conclusion of this section will be contained in an addendum to the present document, to be published as soon as may be possible.)

10. Permanent Central Opium Board and Supervisory Body

The President commented on the failure, as revealed in the documents E/OB/4 and E/DSB/6, of certain countries to supply statistics, and on the delays in sending statistics and on the inaccuracies and incompleteness which many statistics revealed. There had recently been some improvement, but the position was still far from satisfactory.

He drew the Commission's attention to the fact that since the war, the P.C.O.B. had worked on a different system as regards the publication of statistics, and hoped to publish each December a summary containing information on raw materials, movement of drugs, production etc., the detailed statistics to follow a few months later. The Board was seriously concerned about the high consumption of heroin in certain countries, and

both it and the Supervisory Body had had difficulties in the matter of statistics from new governmental units such as Germany, Korea and Palestine.

In view of the strong observations regarding heroin in document E/OB/4, the representative of the United Kingdom wished to state the Government's attitude to the use of this drug. The use of heroin had not been suppressed in the United Kingdom and had in fact risen quite considerably. From a medical point of view it was considered irreplaceable in certain fields such as surgery, but the bulk of the heroin used in the United Kingdom was, however, in cough medicines. It was possible that codeine might be found an adequate substitute for this purpose and the use of heroin in such preparations might therefore be prohibited in the future.

The representative of France informed the Commission that the French National Academy of Medicine had recently decided not to suppress the use of heroin in France. He observed that countries in which its use was prohibited were not always the most highly civilized and, in the more highly developed parts of the world, heroin was widely used under controlled conditions; its suppression would not affect drug addiction, but would merely deprive patients of the benefits of a useful drug. In France the consumption had been reduced by about one-third to some 50 kilogrammes annually.

The representative of the United States, where the use of heroin is prohibited, observed that in twenty years as an administrator he had only had one request from the medical profession to authorize its use in a special case. The representative of Peru stated that the consumption of heroin was not controlled in his country but that the drug was no longer imported. The Commission decided to request the Secretariat to bring the foregoing discussion on the use of heroin to the attention of the World Health Organization. The Commission further decided to express its thanks to the Permanent Central Opium Board and to the Supervisory Body for the excellent reports.

III. UNIFICATION OF EXISTING INTERNATIONAL INSTRUMENTS ON NARCOTICS

11. Interim agreement on raw opium

(a) Memorandum by the Secretary-General

The Economic and Social Council requested the Secretary-General to initiate studies and inquiries on the desirability of convening a conference of the opium-producing countries and of countries using opium in the manufacture of drugs for medical and scientific needs, with a view to reaching an interim agreement limiting the production and export of opium to these needs (resolution 159 (VII), E of 3 August 1948) pending the adoption of a single international convention containing provisions for the limitation of raw materials used in the manufacture of narcotic drugs. (Resolution 159 (VII), II, D of 3 August 1948)

The Chairman, directing the attention of the Commission to document E/CN.7/W.52, opened the general debate by raising the question as to whether it was desirable at the present time to convene such a conference.

The representative of China said that the difficulty of finding a solution to the age-old problem of opium production for other than medical requirements had always been the method to be employed. The conclusion of an interim agreement would be a natural corollary to the starting of work on the single convention, and in addition public opinion even in the opium-producing countries, was now generally ready for the adoption of such an agreement.

The representative of Canada doubted whether the conclusion of an agreement had much practical value at present, since it could hardly take effect before early in 1951 and it would only be useful if the single convention would take very much longer than that to enter into force. He did not think that Canada, which was not a large consumer of opium, and other States in a similar position, would be disposed to accept the dictates of the major producing and manufacturing countries in this matter, which they might have to do if the proposed scheme were adopted. He was also doubtful whether the P.C.O.B. and the Supervisory Body would be able to accept the added responsibilities proposed under the scheme.

The representative of France favoured an agreement and concurred with the representative of China that it would be of great value as a proving ground for the success of the limitation of the production of raw materials under the single convention.

The representative of the Union of Soviet Socialist Republics did not consider that the present time was favourable for the conclusion of an interim agreement which would require the establishment of a new

international body to supervise its execution, and the creation of such a body would be at variance with the purposes of the single convention. The USSR was self-supporting both as regards production of opium and manufacture of opium alkaloids, but he did not believe that the proposed agreement would work effectively in other countries.

The representative of the United Kingdom inquired how the agreement would be related to production on an industrial scale of synthetic drugs and how the introduction of synthetic codeine, for example, would affect it. He emphasized that a prerequisite for the success of an interim agreement was a decision by the principal producing countries to limit their production of raw opium, while the representative of the Netherlands stressed that freedom to purchase supplies wherever they wished must be reserved to the manufacturing countries under the agreement.

The President of the Permanent Central Opium Board considered that the Board and the Supervisory Body would, in the event, be able to undertake the supervision of the execution of the proposed agreement subject to a satisfactory solution of certain legal and administrative problems.

The Director of the Division of Narcotic Drugs, commenting on the previous remarks, stated that when considering whether the calling of such a conference was desirable, both the necessity for it and its chances of success were to be reviewed. As regards the first point, the study prepared by the Secretariat concluded that the estimated aggregate production of opium in 1946 and 1947 represented more than five years of medical and scientific requirements based on the average of these requirements in these two years. This was a very conservative estimate. Both past and present experience led inevitably to the conclusion that such an over-production gave rise to illicit traffic in opium and clandestine manufacture of drugs for the illicit market. It was accordingly considered that the calling of a conference to limit opium production was necessary, but the chances of its success depended in the first instance on the principal opium-producing countries, all of whom were Members of the Commission, coming to a measure of preliminary agreement. The conditions for the conclusion of such an agreement were outlined in the study before the Commission.

The principal opium-producing countries and the principal drug-manufacturing countries should participate in this agreement, and the Secretariat had made proposals as to the basis on which the principal countries concerned might be selected. As to the allocation of opium-production and exports to the parties to the interim agreement, the Commission might wish to consider the two methods proposed by the Opium Advisory Commission of the League of Nations (the free-order system and

features of the two systems. The P.C.O.B. and the Supervisory Body would be asked to supervise the execution of the agreement. If no difficulties arose it should be possible to convene the conference late in 1950. To enable the agreement to be concluded as quickly as possible, the simplest possible procedure for putting it into effect, consistent with the constitutions of the future parties, should be adopted. The successful operation for a few years of an interim agreement would greatly facilitate the drafting and the conclusion of the new single convention which, in accordance with the Council's resolution 159 (VII), II, D, should include provisions for the limitation of the production of raw materials. The Commission would have to decide whether the interim agreement be adopted within a few years or whether it would have to wait until the single convention had entered into force, which, under the most favourable conditions, would take at least six or seven years including two years for ratification.

The representative of the United States recalled that his Government had proposed the limitation of production in 1912, 1925, 1931 and 1936. If the principal producing countries were now unable to agree as to limitation of production, it would be clear at whose door the responsibility for the continuance of illicit traffic was to be laid. During 1949, 1,500 tons of raw opium would be produced in Iran and 439 tons in Turkey, which represented four to five times the world requirements for medical and scientific purposes. The manufacturing and victim countries were in the majority and the weapon of synthetic drugs was gradually being perfected for their self-defence. Amidon was already only one-fourth as costly as morphine to make, and other synthetic drugs would soon be even cheaper. Unless the producing countries were prepared to limit raw material production now, other countries would soon be in a position to deprive them completely of markets for the sale of raw opium by refusing to authorize its import and by declaring it contraband throughout the world.

The representative of India pointed out that as a principal producer his country had great responsibilities. Indian control measures to prevent opium finding its way into the illicit traffic had always been of a high order and had been steadily improved during the last twenty years. The growing of opium was a Government monopoly and production was strictly controlled, since the licences granted for this purpose covered not only the area of land to be planted with opium poppy but also the individual authorized as a cultivator. With the exception of the war years, the acreage planted had steadily decreased for forty years, and in 1947 the area under cultivation had been 49,000 acres. Until recently the Government had not interfered with the majority of the users of opium, but it

scientific purposes and this decision was now being put into effect. The Government was prepared to adopt the same attitude toward the international trade as it had adopted in internal commerce, but the representative stressed that under any quota system which might be instituted under the proposed interim agreement India would expect to be allotted a reasonable share.

The representative of Iran informed the Commission that he was authorized by the Government to state that its future policy on production which was now before the legislature, would be based on the following four principles: limitation of production to medical and scientific needs, limitation of the use of opium within Iran, limitation of exports and wholehearted co-operation in the international attempt to control production. Iran was, therefore, in favour of holding the proposed conference, but would, however, request the allocation of a reasonable share of the world production.

The representative of Turkey stated that virtually all the Turkish production of raw opium was exported legitimately, although a maximum of ten per cent and a minimum of five per cent remained unaccounted for by the production and export figures. Turkey had always lived up to its international obligations. The cultivation of the opium poppy was now concentrated in the middle of the country, some 1,200 kilometres from the littoral. Cultivators were under economic pressure to sell their product to the Government monopoly, and a new ordinance would soon become law providing for the control of the area of ground to be sown with opium poppy each year, for the furnishing of information by cultivators as to the exact location and area of fields which they proposed to sow, and for a statement of their intentions as to the disposal of their harvest. The law would also provide for production to be linked up with world prices of raw opium.

The representative of Yugoslavia said that Yugoslav opium was never used for smoking and that the future policy of the Government would be to ensure that all the raw opium grown was delivered to the State. This would be done by restricting the issue of licences to cultivate the opium poppy to farmers who lived in State co-operative farms. If the single convention would really take from six to seven years to come into force, the Government of Yugoslavia would certainly change its attitude towards the proposed interim agreement, for it was clear that some action must be taken immediately to control production. The agreement would have a good chance of success if it provided for strong sanctions against producing countries where illegal production of opium continued.

After the favourable statements made by the representatives of the producing countries and on the assumption that the Secretariat's proposals envisaged an immediate start on the proposed agreement, the representative of the United Kingdom suggested that the representatives on the Commission of the principal producing countries, together with the representative of China, who had made the original proposal for an interim agreement, should meet informally and discuss the possibilities of sharing the world's production of raw opium. If there were no indications of success, the interim agreement would have little chance of becoming an effective instrument since it was indispensable that a measure of agreement should first be arrived at between the principal producing countries. The representative of the United States supported this proposal and the Commission accordingly decided:

to appoint a Sub-Committee of the representatives of China, India, Iran, Turkey, the USSR, and Yugoslavia, under the chairmanship of the representative of China, to consider the desirability of convening a conference to conclude an interim agreement for limiting the production of raw opium to medical and scientific needs, and to report back to the Commission.

The representative of the USSR indicated that he would not take part in the deliberations of the Sub-Committee since his Government did not consider that an interim agreement should be entered into at the present time. The representatives of India, Iran and Yugoslavia reserved the rights of the Governments of those countries as to the percentage of the world production of raw opium which should be allotted to them under the proposed agreement.

(b) Report of the Sub-Committee

The representatives of China, India, Iran, Turkey and Yugoslavia accordingly met as a Sub-Committee under the chairmanship of the representative of China, who subsequently presented the Sub-Committee's report (Annex F). He informed the Commission that the Sub-Committee had unanimously agreed that an interim agreement was necessary, and had proposed the setting up of an ad hoc Committee of the Commission as a first step because the preliminary work for such an agreement was organically related to the activities of the Commission. The use of the words "the methods of allocating exports of opium to be produced under such an agreement" in paragraph 3 (a) of the Sub-Committee's report was important, for it would provide for countries other than the principal producers being allotted a share of the world trade. The Chairman of the Sub-Committee also drew the Commission's attention to the invitation of the Government of Turkey to the ad hoc Committee to hold its meetings in Istanbul or Ankara.

The representative of the USSR was opposed to the proposals made in the report, since he considered an agreement to limit production to be unnecessary and inappropriate at a time when a single convention was being prepared.

In reply to questions by the President of the P.C.O.B. and the representatives of France and the Netherlands, the Chairman of the Sub-Committee said that the methods for allocating the agreed production of opium to the different producing countries need not be embodied in the report itself. The Sub-Committee had deliberately refrained from prejudging this question, and the word "method" could be taken to include the free-order system.

The representative of the United Kingdom, drawing attention to the proposed meeting of the principal producing countries in September or October 1949, enquired at what stage of the development of the agreement the principal manufacturing countries would be brought into the discussions. In reply the following procedure was suggested. The Commission's report, which would contain the Sub-Committee's report would be before the Council at its ninth session which would begin in July of the present year. In the interim period the representatives of the principal opium-producing countries could draw the attention of their respective Governments to the proposals made by the Sub-Committee, to facilitate the transmission of the opinions of individual Governments to the Secretary-General at the earliest possible date. When the Council had approved the Commission's report and taken note of the expenditure involved in convening a meeting of the principal opium-producing countries, the Secretary-General would be able to invite them to nominate representatives to attend the meeting in Turkey. The Secretary-General would subsequently communicate the report on the conclusions reached at this meeting to all Governments represented on the Commission. Should the results of this meeting justify such a course and a proposal to this effect be included in its report, the representatives of the principal drug-manufacturing countries could meet those of the principal opium-producing countries immediately before the next session of the Commission in the spring of 1950.

In reply to a question by the representative of the United Kingdom as to whether the Secretary-General would be able to call this latter meeting without the express authorization of the Council, it was pointed out that although point 4 of the Sub-Committee's report, if approved by the Council, might be construed as providing the necessary authority, the Council, in anticipating such a development, might recommend that the necessary financial provisions be made for such a meeting, which, if

convened immediately before the next session of the Commission in 1950 would reduce the expenditure to a minimum.

After the introduction of an additional introductory paragraph, the Commission, by 12 votes in favour, 1 against and 2 abstentions, adopted the report of its Sub-Committee, and expressed its appreciation of the invitation extended to the ad hoc Committee by the Government of Turkey to hold its meetings in Istanbul or Ankara.

12. Single convention

In an introductory statement to the documentation which the Secretariat had already prepared to the single convention, the Director of the Division of Narcotic Drugs, at the request of the Chairman, mentioned some of the main problems involved in the unification of the eight existing international instruments on narcotic drugs.

Since the first international instrument for the control of narcotic drugs - the Hague Convention of 1912 - came into force some provisions of existing conventions had become obsolete, while some others had not worked satisfactorily in practice. The loopholes, inconsistencies and duplication in the control system became apparent as time progressed, but in spite of that the international control machinery which emerged from the treaties concluded in a relatively quick succession between 1912 and 1936 worked well on the whole. It had, however, to labour under its own complexity and a lack of adaptability to constantly changing conditions brought about by discoveries of modern chemistry and pharmacology. The unification of the existing instruments could not, therefore, consist of a mere compilation and consolidation of existing texts; it was essential that the weaknesses and complexities of the present system should be eliminated and new concepts introduced which would bring about both a strengthening and a simplification of the control system. This simplification could not be achieved simply by a reduction in the number of control bodies; that measure, essential as it was, would give the desired simplification only if it were embodied in a system of clearly defined international obligations but flexible enough to adapt itself to changing conditions without undue delay.

The important problem of defining the scope of the new convention (E/CN.7/W.41) offered a good illustration of this point. Experience had shown that the definitions of substances used in the 1912, 1925 and 1931 Conventions were at the same time too detailed and too rigid to allow the extension of control to new dangerous drugs without recourse to a new instrument and the time-consuming procedure of putting such an instrument into force. The discovery of synthetic drugs, for example, put the whole

concluding the Protocol of November 1948.

It was not, however, proposed to use this kind of definitions under the new convention. Instead of burdening its text with a detailed enumeration and definition of all the drugs to be covered, a general provision would refer to the substances to be controlled describing them, e.g. as addiction-forming drugs the abuse of which was harmful and socially dangerous. All the drugs under control at the time of the adoption of the new convention would be listed in an annex to the convention, this list to be reissued from time to time by the competent international control authority with any necessary additions or deletions. The procedure for extending the control to new drugs or exempting any drug from further control should be an essential part of the definition of the new drugs that may be brought under control.

The main element in this procedure should be the decision by an international organ authorized to place drugs under control, such a decision being binding upon parties to the convention which failed to notify within a certain period, e.g. within three months, their rejection of the decision to the Secretary-General of the United Nations. The extension of control brought about by this procedure would come into force and be universally applied if within a fixed period of time it were accepted, i.e. not expressly rejected by, for example, twenty-five parties to the convention including a certain number of the principal producing countries to be named in the convention.

Such a procedure would, on the one hand, by providing a check on the decisions of an international control body, allay apprehensions that control might be unduly extended, and, on the other hand, induce Governments not to reject a decision of an international control organ.

This method, if applied not only for amending provisions concerning the scope of the convention but all other provisions as well, would allow for rapid adaptation of the whole control system to changed conditions without the necessity of resorting to time and effort-consuming methods of special international conferences and/or special international instruments.

The Council had laid stress on the need to limit to two the number of the control organs to be established under the single convention. In the documentation before the Commission it was accordingly proposed to create only two organs entrusted with the international control of addiction-forming drugs namely, a body entrusted with policy functions and such legislative functions as the new convention may confer on it and which could be referred to as the "policy-making body"; its functions should be assigned, in accordance with the Council's resolution, to the

Commission on Narcotic Drugs; and a body entrusted with functions of a semi-judicial and administrative nature which could be referred to briefly as the "administrative body", and which should replace the Permanent Central Opium Board (PCOB) and Supervisory Body.

The policy-making body should have the function of discussing and formulating general principles relating to the control of addiction-forming drugs, proposing measures and making requests of a legally binding character concerning all contracting parties, and which, in certain cases, might have effect on non-parties as well. It should assist the Economic and Social Council in supervising the application of the new convention and advise the Council on all matters pertaining to the control of addiction-forming drugs.

These functions, which are discussed in greater detail in E/CN.7/W.50, should properly fall within the jurisdiction of an organ composed of Government representatives such as the present Commission on Narcotic Drugs. Although its membership would be limited it would, in fact, represent and act in the interests of all the parties to the convention.

The administrative body should have the power of making legally binding decisions concerning single Governments, for instance, approving of estimates, initiation and carrying out of enforcement measures, approving of import certificates if the proposal of an international clearing house system is adopted, making enquiries and requests for action in the course of examining estimates as well as in the course of an enforcement procedure. Other functions and powers of this administrative body are mentioned in the above quoted document.

The members of the administrative body should be independent in the exercise of their functions as members of this body and therefore should not hold any office which puts them in a position of direct dependence on their Governments.

Further simplification of the control system could be achieved by conferring on the two control bodies general authority to determine the details of information to be furnished to them by Governments. They should also fix the periods for which and the dates on which such information is required, all this provided that the information requested is necessary for the performance of their functions under the convention. They should also be authorized to establish, for the use of Governments, forms indicating the kind of information which they have to supply.

Precedents for such authority exist under the conventions now in force. But this principle was not consistently applied and it can be stated that had the P.C.O.B. and the Supervisory Body had the general authority of

determining what kind of information they need instead of being obliged to request all the information as prescribed by the conventions, there would have been fewer and simpler questionnaires.

The reduction of the control organs from three to two suggests also a reduction of the respective Secretariats serving these bodies. It was proposed that a single secretariat should serve the two new control bodies. This would be a sound arrangement administratively and would simplify the tasks of Governments in the matter of communication with the control bodies.

In accordance with the procedure followed at present in providing the Secretariats of the Commission on Narcotic Drugs and of the Supervisory Body, the future single secretariat should be provided by the Secretary-General of the United Nations.

Other questions of importance were the simplification and strengthening of the estimates system and embargo provisions of the 1931 Convention which at present are inoperative in the fourth quarter of each year.

The necessity for distributing the burden of control more equitably among all parties to the convention should also be considered. The obligation of an importing country to keep its imports within the limits of its estimates should be matched by a corresponding obligation of the exporting country not to permit the export of drugs to an importing country in excess of the latter's estimates. The embargo procedure, which is now applicable only to the importing countries, should be matched by an undertaking by the parties to the new convention to discontinue imports of drugs from a country which violates the provisions of the convention limiting the production to medical and scientific needs.

Opening the general debate on the single convention, the Chairman stressed that the Commission should now decide whether the work the Secretariat had done had been on the right lines and whether there was general agreement on the principles to be followed.

The representative of Canada considered that the general approach was correct but warned that in view of the complexity of the problems involved, the study of the documentation would require some time, and in this connexion he considered that it would be useful to have available for reference the minutes of the Preparatory Committee for a conference to examine the possibility of limiting and controlling the cultivation of the opium poppy and the production of raw opium, which contained discussions of the same problems in 1938 and 1939, and of the minutes of the Opium Advisory Committee of the League of Nations which deal with the Preparatory Committee's report. These documents should, if possible, be

The representative of China was in general agreement with the Secretariat's proposals but thought it desirable that the responsibilities of the proposed new control bodies should be more clearly defined than they had been in the present conventions. It was also important that provisions should be made in the convention for the adequate remuneration of the members of the administrative body. As regards the secretariat for the new control bodies, he agreed that it was of great importance that this should be unified in order to achieve greater co-ordination. The present status of the secretariat of the P.C.O.B. and the Supervisory Body was an administrative anomaly within the general framework of the Secretariat of the United Nations.

The President of the P.C.O.B. reserved his opinion as to the question of a single secretariat, but drew the Commission's attention to the fact that it was of the greatest importance that the new administrative body should have power to apply sanctions on any country which did not supply such accurate estimates and statistics as that body might require at the time when they were needed. In connexion with the proposed method for bringing new drugs under control, the President emphasized that it was vital for the success of the convention that a State which had notified the Secretary-General that it did not propose to put a new drug under control within its territories, should nevertheless be obliged to demand an import certificate from any country to which it proposed to export supplies of that drug.

The representative of Peru, stressing that the single convention was the most important item on the agenda of the session, said that he agreed entirely with the outlines proposed by the Secretariat but that he hoped that the discussion would be limited to general questions until all basic documents, which should also be made available in Spanish, had been circulated.

The representative of the United States said that it was clear that there was already a large measure of agreement on such questions, for example, as the two control bodies and the single secretariat. He suggested that the next step should be for the Secretariat to produce a skeleton of the single convention, drafted in due legal form, and comparatively annotated, the annotations to take the form of quotations, in respect of each article in the draft instrument, of the texts of relevant articles of existing instruments. The annotations should also include, where necessary, references to the 1938 and 1939 discussions on the subject to which the representative of Canada had previously referred. After a discussion of this proposal, during which the Chairman suggested

that Spanish and Russian translations of the skeleton convention should be made available, and the Iranian representative requested that this draft of the convention should be distributed to the members of the Commission by the beginning of 1950, the Commission passed to more detailed consideration of the various studies which had been prepared by the Secretariat.

E/CN.7/W.50: General principles on which the Convention could be based.

During a discussion on the definitions of the terms "drug addiction" and "addiction-forming drug" the representative of the United Kingdom observed, with reference to page 9, that the definition of an addiction-forming drug as a habit-forming drug that was socially dangerous, was too broad and therefore not satisfactory. Such diverse substances as tobacco, aspirin, the barbiturates and chloral, were habit-forming and by some considered to be socially dangerous, and the definition would therefore give too much power over such substances to the World Health Organization (WHO) and to the Commission. It was observed that the difficulty in this connexion was to find an entirely satisfactory definition of drug addiction. From a medical point of view it was generally considered that an addiction-forming drug must produce definite withdrawal symptoms, while habit-forming drugs gave only psychic symptoms, but the two terms were used indiscriminately in the existing treaties. In the opinion of the representative of the Netherlands the Commission should decide whether it wished to extend the scope of the convention to drugs other than narcotic drugs.

On a proposal by the representative of the United States that the WHO should be consulted about these definitions, the representative of the United Kingdom observed that the Commission should take the responsibility for such definitions although it would need some guidance from the WHO. The Commission was of the opinion that the Secretariat should ask the WHO to propose suitable definitions for consideration by the Commission, and to explain such definitions by giving examples of drugs representing the different groups.

In connexion with page 10, it was pointed out during a discussion of the substances to be covered by the convention, that consideration should be given to putting under control substances convertible into addiction-forming drugs. The full control was proposed only for substances having the fundamental structure of an addiction-forming drug, and a less severe control for other substances. The representative of the United Kingdom, referring to the relation between structure and action,

doubted whether the fundamental structure of such drugs was yet known, and suggested that the WEO should be asked to define the term. The representative of the United States told the Commission that in the manufacture of demerol and amidone it had been found impossible at present to do more than control the finished products.

The fact that it had in the past proved impracticable to control acetic anhydride, a substance used in the manufacture of heroin, was stressed by the representatives of Canada and the United States, and the Director of the Division of Narcotic Drugs called to the attention of the Commission that different degrees of control would be required under the single convention. Full control should be applied to groups of substances, such as the phenanthrene alkaloids of opium and the ecgonine alkaloids of the coca leaf, which were known to be addiction-forming or convertible into addiction-forming drugs. For dry poppy plant material, not itself addiction-forming but used in the manufacture of addiction-forming drugs, a less strict control would be required, while to substances such as acetic anhydride, which was not an addiction-forming drug, could not be converted into such a drug, but was required for the manufacture of an addiction-forming drug, yet a third form should be applied. The Commission accordingly agreed that varying degrees of control should be considered for different classes of substances, and that the WHO should be asked to define the term "fundamental structure of a narcotic drug".

In reply to an observation by the representative of the United Kingdom on the last paragraph of point 3 on page 11, it was emphasized that the extension of the control to a new drug would require acceptance, i.e. absence of express rejection, by an agreed number of Governments, but that a Government which rejected such extension, although retaining its freedom of action insofar as the internal trade was concerned, would be bound to apply the provisions of the control to any international dealings in that drug with countries which did not reject the decision. With regard to the control of "preparations" the representative of the United States expressed a preference for treating them as included in the term "drug" or "substance" from which they are made and which will be covered by the convention (alternative A on page 13).

The representative of Canada considered that since it has proved impossible in 1938 and 1939 to reconcile the quota and free-order systems referred to on page 15, both should be included in the skeleton of the convention, in addition to such other systems as may be necessary.

/The representative

The representative of the Union of Soviet Socialist Republics did not agree with any quota system, which would depend entirely on the receipt by the administrative control body of adequate statistics. Experience had shown that the statistics Governments supplied were not satisfactory and the system could not therefore work effectively.

In an outline of the functions of the proposed international purchasing and selling agency referred to on page 25, the Director of the Division said that the proposal was not new and had been introduced as a means of achieving the limitation of production of raw materials and suppression of the illicit traffic, since once it was in operation any trade in them which did not pass through it would automatically be illegal. The agency would not be a control body but a non-profit international agency subject to the authority of the administrative control body. It might take over all existing stocks of raw materials and on the security of such stocks obtain long-term commercial credits required to start its operations. The costs of the agency could easily be recouped from a small cess on its sales. It would maintain stocks of raw materials in bonded warehouses in the principal producing countries. Such an agency would be in a position to exercise its influence in securing equitable prices for the producer and the consumer and would facilitate the control. The functioning of the convention, however, should not depend on such an agency.

During the subsequent discussion the representative of Iran expressed his approval of the concept of the proposed agency, but considered that it should not maintain bonded warehouses but operate more on the lines of an international clearing house. The representative of the United Kingdom thought the proposal to maintain stocks of raw materials in the producer countries was sound, but doubted the need for the proposed agency. The representative of the United States was likewise of the opinion that its functions could be fulfilled by the administrative control body. In addition, the representative of the USSR expressed his unwillingness to see the establishment of such an agency, which would be a third international organ connected with the control of narcotic drugs.

The President of the P.C.O.B. pointed out, in connexion with the obligation of Governments to supply the control bodies with the necessary estimates and statistics, that at present the Board indicates to a Government that appears to be in difficulty with regard to the furnishing of such information that it would welcome an invitation to assist. He believed, however, that under the single convention, the successful operation of which would be dependent to such a large degree on the furnishing of timely

/estimates

estimates and accurate statistics to the administrative control body, that body should be vested with the right to make inquiries of any Government which failed to supply satisfactory information. The representative of Yugoslavia considered such a right of inquiry a very delicate matter. States would not agree to such an abrogation of their national sovereignty and he doubted the wisdom of inserting such definite provisions as the President had suggested in the convention, but it was pointed out that as indicated on page 34 of the document the right of inquiry would be conditional to the Government concerned giving its consent.

The representative of France observed that limitation of production would in practice be achieved if the administrative control body always received complete statistics from each Government.

E/CN.7/W.41: Scope of the Convention: definitions.

The representative of the United States observed that if it was proposed to make a change in an existing definition, it was important to consider whether such change would reopen unnecessarily the question of the accepted meaning of that definition in national legislations enacted under existing Conventions. As an illustration, he quoted the definition of prepared opium in the Hague Convention which had been shown to be unduly specific and quite inadequate. An amendment to the definition of this substance was necessary but the proposal to abolish, for the purpose of the single Convention, all distinction between raw prepared and medicinal opium would be unwise. These three forms of opium must be subjected to different control measures under the convention and under national legislations. Identical procedures could not be applied to raw opium and medicinal opium, and prepared opium should be treated as contraband both under the convention and under all national laws.

E/CN.7/W.44: international control authority.

In connexion with the discussion on pages 79 to 81 on the increase or restriction of the substantive scope of control and the determination of the kind of regime under which a drug should fall, the representative of the United States considered that the single convention should contain provisions to prohibit absolutely the production, distribution and use of any narcotic drug whose addiction-forming properties were so great in comparison with its medicinal value as not to justify its medical use when suitable substitutes were available, or of any addiction-forming drug which had no medicinal quality superior to those already in use. With regard to the possibility that an international purchasing and selling agency might be established under the convention, the representative considered that such an agency should be placed under the very close supervision of one or other

of the new control bodies, because of the possibility that synthetic drugs would supplant to an appreciable extent the phenanthrene derivatives of opium which would make a reduction in the production of opium necessary.

The representative of Iran drew the attention of the Commission to the fact that the limitation of production of opium in that country would create the necessity for economic assistance in connexion with the introduction of substitute crops, and for this purpose financial help would be needed from the appropriate specialized agencies of the United Nations.

E/CN.7/W.78 (E/DSB/W.33): Memorandum of the Joint Secretariat of the P.C.O.B. and the Supervisory Body.

The President of the P.C.O.B. drew the attention of the Commission to the fact that this general document on the problems connected with the drafting of the single Convention had been prepared by the Joint Secretariat of the P.C.O.B. and the Supervisory Body and did not necessarily represent the views of the members of those two organs.

In connexion with the President's demand earlier in the debate for the new administrative body to be vested with the power to apply sanctions against Governments which failed to supply adequate statistics, the representative of the Netherlands drew attention to a number of statements in the document which indicated that such failures on the part of Governments were not always the result of a lack of good intentions but often arose from difficulties which national administrations had in compiling the information required. In the circumstances he did not think it would be wise for the convention to provide for harsh sanctions for failure to supply statistics.

The representative of the United States drew attention to the proposal that import certificates should be cleared by the administrative control body before export authorizations could be issued. He agreed in principle with this proposal but he believed that at present some 6,000 export authorizations were issued annually throughout the world, of which half were for consignments of preparations containing less than one kilogramme of narcotic drugs. He suggested that the clearance of the 3,000 import certificates which were concerned with such small quantities of narcotics would place an intolerable burden on the administrative body. The representative of Canada expressed his full agreement with this proposal, while the President of the P.C.O.B. referred to the necessity for altering the weight limit of one kilogramme in the case of different drugs.

With reference to page 6, the Chairman, commenting on a suggestion by the representative of Iran, that the word "estimate" was unsatisfactory, said that its use was so well established that it would be impossible to change it.

He suggested, however, that in the single convention the word "estimate" should refer to a crop which already existed while the word "forecast" could be used to indicate future crops. The representative of the Netherlands suggested that the word "estimate" should be used in its ordinary sense and not as used in mathematical statistics.

The representative of Iran explained that the opium poppy crop took from 60 to 80 days to grow, and that if rain occurred during the short but very critical period between the incising of the poppy capsules and the collection of the juice, the greater part of the production was lost. For this reason it was virtually impossible to estimate the production until after the juice had been collected. The representative of the United States supported a statement that the growing period of 60 to 80 days for the opium poppy suggested by the representative of Iran, could hardly be correct in view of the fact that poppy seed was normally planted in autumn. It therefore was possible to make more than one forecast of the crop, which could be corrected within reasonable limits to take account of the weather conditions which had prevailed during the period of growth of the crop; but the representative of Iran re-affirmed his statement that in that country the opium poppy was planted in March. The Chairman observed that estimates often varied by as much as 200 per cent. As between the forecast made before the crop and the estimate made after the juice had been collected, this was reasonable, but it was not reasonable that there should be big differences between estimates. He agreed with the proposal that the words "estimate" and eventually "forecast" should be defined and used in the single convention.

The President of the P.C.O.B. drew the Commission's attention to the fact that estimates supplied by Governments should always be accompanied by a statement indicating the method of estimating. At present more than half of the estimates were received without such indication. The single convention should clearly specify that when estimates were submitted they were to be accompanied by a statement of method followed in calculating them. Without such a statement the communication of figures only should not be considered and accepted as an estimate furnished in accordance with the provisions of the Convention.

E/CN.7/W.53: Control of international trade.

The representative of the United States said that ships and aircraft should not be allowed to transport narcotics unless these were accompanied by copies of the import certificates and export authorizations (page 11, article 18, second paragraph), and that the single Convention should state categorically that no export authorization was to be issued until an import certificate had been produced (page 12, section 12)

The representative of the United Kingdom drew the Commission's attention to the fact that none of the documents so far prepared by the Secretariat contained very definite suggestions regarding the regulation of prices for raw materials. This was a difficult problem, intimately connected with the differing standards of living in the producing countries. He considered that it should be given further study and that surprising facts regarding the price of raw opium might emerge at the proposed meeting of the principal producing countries in Turkey. In this connexion it was pointed out that before the Second World War the price of manufactured drugs had remained fairly constant even when the price of opium had fluctuated widely, and the representative of the United States observed that the prices of manufactured drugs had not been increased substantially in spite of the fact that the price of opium had doubled within the last 15 years.

E/CN.7/161: Resolutions on narcotic drugs adopted by the World Health Assembly.

The representative of Canada observed that the present Supervisory Body could not fulfil its tasks if some of its technical members were not medical men. It therefore would be quite normal for the World Health Organization to nominate the medical members for the new administrative body, and he was in agreement with the first resolution referred to in the document. It was understood, however, that the WHO should not nominate members for the policy making body.

The Secretariat would take note of the considerations expressed in the resolution when the drafting stage of the work on the single convention was reached.

Glossary of terms pertaining to narcotic drugs

The Commission considered this document (Bulletin No. 25 of the Translation Division) and comments were made on its general usefulness and the desirability of translating it into the other official languages of the United Nations. It was, however, considered that references to other than strictly technical terms should be omitted.

Concluding the debate on the single convention the representative of France pointed out that just as the present Conventions had a wider significance reaching out into fields of international action other than the control of narcotic drugs, so the documentation prepared by the Secretariat for the single convention went beyond its immediate purpose. It formed a unique documentation on a series of problems calling for concerted international action and was therefore of interest not only to the limited number of officials throughout the world concerned with the control of narcotic drugs, but also to scholars and officials in many branches of governmental activity. He therefore considered that the Commission should

recommend that this documentation should eventually be published in printed form.

The representative of Canada said that the proposals for the single convention contained in the four basic studies which the Secretariat had presented to the Commission were bold, imaginative and constructive. The method proposed for defining the scope of the convention deserved special consideration. The treaty instruments produced so far had always lagged behind developments, but the proposals for the new convention met the changed conditions of today, and the general methods to be adopted for keeping the convention up to date should prove effective. The international clearing house, the international purchasing and selling agency, the two control bodies and the single secretariat were excellent suggestions.

The Commission discussed a number of proposals regarding the form of presentation of the skeleton draft convention, its translation into the working languages of the United Nations and its communication to the Commission, to Member Governments and to non-Member Governments. The Commission then took the following decisions:

- (1) To express its general approval of the preliminary work already done by the Secretariat towards the elaboration of a single convention on narcotic drugs, and of the principles to be followed in this elaboration as outlined in the documentation on the subject submitted to it;
- (2) To request the Secretariat to translate all documents prepared by it on the single convention into the five official languages of the United Nations, the extent of the Chinese translations to be the subject of agreement with the representative of China, and to distribute copies in the appropriate languages to the members of the Commission in advance of the opening of the fifth session;
- (3) To request the Secretary-General eventually to publish the general preparatory documentation on the single convention in printed form, in view of its permanent value and interest to scholars and officials;
- (4) To request the Secretariat to investigate the possibility of circulating to the members of the Commission as soon as possible the minutes of the Preparatory Committee for a conference to examine the possibility of limiting and controlling the cultivation of the opium poppy and the production of raw opium, which met in 1938 and 1939, and of the minutes of the Opium Advisory Committee of the League of Nations which are concerned with the Preparatory Committee's report;

- (5) To request the Secretariat to produce a skeleton of the single convention taking into account the opinions expressed on the subject by the members of the Commission during its present session, to be drafted in due legal form and comparatively annotated, the annotations to take the form of quotations, in respect of each article in the draft instrument, of the texts of relevant articles of existing instruments and, where necessary, of references to the documents referred to in decision 4 above;
- (6) To request the Secretariat, when drafting the skeleton of the single convention, to take into account the resolution adopted by the World Health Assembly regarding the interest of the World Health Organization in appointing a technical member or members to the administrative control body, which had been transmitted to the Commission by the Economic and Social Council;
- (7) To request the Secretariat to circulate, if possible not later than January 1950, copies of the skeleton of the single convention in one of the working languages to the members of the Commission, and to send to the members as soon as may be possible thereafter translations of the skeleton (but not of the annotations) in the appropriate official languages;
- (8) To request the Expert Committee on Habit-Forming Drugs of the World Health Organization to furnish the Commission, at its fifth session, with definitions of the terms "drug addiction", "addiction-forming drugs", "habit-forming drugs" and "fundamental structure of an addiction-forming drug", and to illustrate such definitions by references to appropriate drugs;
- (9) To request the Secretary-General to bring to the notice of the Programme Committee of the Economic and Social Council the desire of the Commission that its fifth session should open during the third week of April 1950, and last for approximately five weeks, the first three weeks to be devoted by the Commission, sitting as a Committee of the Whole, to the study of the single convention, and the remaining two weeks to the business normally undertaken by the Commission at its annual session;
- (10) That after consideration of the skeleton of the single convention by the Committee of the Whole during April-May 1950, a draft convention should be transmitted to the Economic and Social Council for communication to all Members of the United Nations and non-Member States parties to the existing conventions on narcotics with a request that their observations thereon be transmitted to the Secretary-General in time to allow all the

documentation for the Commission's annual session in 1951;

- (11) To convey to the Permanent Central Opium Board and to the Supervisory Body its appreciation of document E/OB/W.78 (E/DSB/W.33) prepared by their Joint Secretariat;
- (12) To record its appreciation of the glossary of technical terms prepared by the Translation Division (Bulletin No. 25), to request its extension to cover the translation of the terms contained therein into Chinese and Spanish, and to request that its compass should be restricted to official terminology only.

IV. GENERAL QUESTIONS

13. Methods of determining the origin of opium

The Commission considered documents E/CN.7/117/Add.1, E/CN.7/117/Add.2, E/CN.7/159 and E/CN.7/159/Add.1.

The representative of Canada expressed great interest in this research, more especially because some of the tests had been done on opium seized in Canada. It was extremely interesting that scientific and police methods had indicated the same origin in that particular case and he considered that there was a great future for the scientific determination of the origin of opium. The representative of France said that two professors had started work on the problem in France and would need samples of opium on which to work. The representatives of Egypt and Turkey said that their respective Governments were in favour of international research on the subject, and the representative of the Netherlands suggested that there was a need for a central collection of opium samples from which investigating scientists could obtain material on which to work. The League of Nations had had such a centralized collection, which would also be useful for the checking of results and to overcome the international currency difficulties in which many countries at present found themselves.

In reply to questions by the representative of the Union of Soviet Socialist Republics, the United Kingdom and Yugoslavia as to the accuracy of the results obtained by these methods, the representative of the Secretariat pointed out that today licit opium was always standardized. Illicit opium on the other hand was generally unstandardized, although standardized licit opium was occasionally found in the illicit traffic. The determination of the origin of standardized monopoly opium was perfectly straight forward. Some degree of standardization was sometimes encountered in other opium found in the illicit traffic, this being the opium which was licit for internal use but not for export, and the determination of the origin of this category also was not too difficult. As regards the determination of the origin of completely unstandardized opium little was yet known although such opium would usually have the general characteristics of standardized monopoly opium. To go further it would be necessary to determine the characteristics of opium from particular areas within each country. The representative of Yugoslavia informed the Commission that although the Government had not replied to the Secretary-General's inquiry, it was nevertheless very interested in the proposals. The representative of the Netherlands also indicated that the Government would be prepared to take part in the international research.

/He did not consider

He did not consider the scientific work to be difficult; the question of samples was the main problem.

The representative of the Secretariat said that so far only monopoly opium which had reached the United States had been properly classified, and he emphasized again that certain identification was as yet only possible in the case of monopoly opium or of opium of corresponding type.

During the discussion of the organization of further research, the representative of the United States informed the Commission that provided such a proposal would not lead to legal difficulties in connexion with the position of the Secretary-General, the Government would be prepared to issue import licenses to a member of the Secretariat who could act as a co-ordinating authority for the distribution of such samples to scientists throughout the world who would be prepared to work on this problem. He could also analyze and collate the results which such scientists would communicate to the Secretariat.

The Commission decided to take note of a resolution of the World Health Assembly, transmitted to it by the Economic and Social Council regarding the interest of the World Health Organization in international research projects in fields relating to health (E/CN.7/161).

(The Commission not having disposed finally of this matter, additional paragraphs will require to be inserted in this section. They will be contained in an addendum to be published as soon as may be possible.)

14. Limitation of the production of raw materials

- (a) Further replies from Governments to the questionnaires on opium (E/CN.7/107/Addenda 4, 5 and 6) and on the coca leaf (E/CN.7/110/Addenda 3, 4 and 5).

In reply to a question by the Chairman the Director of the Division of Narcotic Drugs stated that no reply to the questionnaire on opium had been received from the Government of the USSR and he was informed that that from India would be received shortly. No reply had been received from Peru regarding the questionnaire on the coca leaf. He drew the attention of the Commission to the fact that not all the questions in the questionnaires had been answered in every case, and that the replies themselves and the statistics they contained had not in every case been clear. After the missing replies had reached the Secretariat, the replies to the two questionnaires would be summarized in a document which would be submitted to the Commission during its fifth session.

The representative of the Netherlands, referring to document E/CN.7/107/Add.6, drew attention to an article which had appeared in the "Journale

the production of opium in Turkey. In reply to his suggestion that copies of this document should be made available to the members of the Commission, perhaps after the present session, it was pointed out that the Secretariat would only be able to complete the necessary work of translation in time for the fifth session. The representative of Turkey, referring to the observations of the representative of the Netherlands on the very high morphine content of Turkish opium as given in this article, stated that the figures were somewhat misleading in that they referred to opium grown in an experimental station in Turkey from specially selected poppy seed. All opium produced commercially in Turkey was monopoly opium with a standardized morphine content.

Commenting on the information contained in document E/CN.7/110/Add.5, the representative of the Netherlands said that Indonesia had exported only 500 kilogrammes of coca leaves of an inferior quality in 1948. No cocaine was produced in Indonesia and the leaves were never chewed as the cocaine content was very low. The cultivation of the coca bush had previously not been controlled in that country but now a licencing system had been introduced.

In reply to an observation by the representative of Canada that it would be difficult to study the world production of coca in the absence of a Peruvian reply to the questionnaire, the representative of Peru reminded the Commission of the Government's difficulties in the matter which had been drawn to its attention at the last session and during its present session. The Government would much prefer to defer its reply until after the Commission of Inquiry had finished its work, in view of the fact that it had not at the present time any reliable information upon which to base statistics.

The representative of the USSR said that none of the opium grown in that country was exported and there was no cultivation of the coca bush. He therefore did not consider replies from the Government to the two questionnaires were absolutely necessary. The Commission decided to await the report which the Commission of Inquiry into the effects of chewing the coca leaf would make on its visit to Peru before addressing a further request to the Government of that country for a reply to the questionnaire on the coca leaf.

(b) Analysis of the world production of opium in relation to medical needs.

The Director of the Division on Narcotic Drugs informed the Commission that the Secretariat had made an analysis of the production of opium for medical and scientific needs.

In 1947 the estimated amount had been 450 tons, and statistics in the possession of the F.C.O.B. and the Secretariat had shown that 455 tons were actually used, the United States, the United Kingdom, the USSR, France and Switzerland, in that order, having been the five principal consumers, and having accounted for nearly ninety per cent of the total amount. During that year 1,277 tons of raw opium had been produced, of which 455 tons, as stated above, had been used for the manufacture of drugs and 35 tons for the production of medicinal opium. The total legitimate consumption was accordingly 490 tons, which showed that there had been an over-production of opium of 787 tons. The foregoing figures did not include the production of any opium alkaloids from poppy straw. From this raw material some 4,165 kilogrammes of morphine had been produced in 1947, which with the 49,599 kilogrammes made from opium had given a total morphine production for that year of 53,764 kilogrammes. The morphine production from poppy straw represented a reduction of 54 per cent over that made from this material in 1946. These did not, however, include Polish morphine production from poppy straw. The Director of the Division of Narcotic Drugs drew the Commission's attention to the fact that as a result of the dislocation caused by the Second World War a number of countries which had been unable to obtain adequate supplies of opium had increased their morphine production from poppy straw. The statistics for 1946 and 1947 suggested, however, that manufacture from this material was now decreasing. In this connexion the representative of the Netherlands observed that the successful commercial manufacture of morphine from poppy straw was complicated by the difficulties of separating the poppy heads from the stems. Were a machine which could perform this operation successfully to be invented, he believed that the production might again increase.

15. Protocol of 18 November 1948

The Commission was informed that since the beginning of the session the Governments of Norway and Yugoslavia had accepted the Protocol and that it was accordingly only necessary for four further states to become Parties to the instrument to permit its entry into force. This could be achieved if those Members of the Commission which had not so far become Parties to the Protocol would now accept it.

The representative of the United States informed the Commission that the Protocol would be on the agenda of the Foreign Relations Committee of the United States House of Representatives before the end of May, and the representative of Peru stated that the necessary decree-law would be promulgated before the end of the year. The representative of France

referred to a list of drugs which would eventually come under the provisions of the Protocol and which in France had already been placed under control.

The representative of the Netherlands said that he expected the Government would accept the Protocol during the summer and the representative of Turkey said that the necessary legislation was now before the National Assembly. The representative of India stated that the Central Government was already in consultation with the provincial government regarding the matter and the representative of Egypt expressed the hope that the Government would be able to take the necessary action before the end of the year. The Commission decided to take note of the foregoing declaration and to express its confidence that the Protocol would come into force in the very near future.

16. Recommendations adopted by the Expert Committee on Habit-Forming Drugs of the World Health Organization

The Commission considered the World Health Organization documents WHO/HFD/9 and WHO/HFD/9/Corr.1. The discussion was opened on the Expert Committee's recommendation regarding the control of dihydrocodeine, (point 3, page 3) in which the Chairman of the Expert Committee during its first session took part. It was pointed out that this substance should have been placed under control by virtue of article 11 of the 1931 Convention, but that through an oversight at the time that instrument was drafted this was no longer possible. However, the drug came within the scope of the 1948 Protocol and would consequently come under control as soon as that instrument entered into force.

In connexion with points 6 and 7 on pages 4 and 5, the representatives of the United Kingdom inquired whether it was proposed that all Parties to the 1948 Protocol should legislate to control a drug which the Expert Committee had decided should be placed under international control even if such a drug never had been and was never likely to be put to general use. He wondered whether it would not be possible for countries to refer drugs to the WHO after the research stage in their development was over and when actual manufacture or use was contemplated. If some such system were not adopted, he felt that a great burden would be placed on pharmacists throughout the world who would be required to keep records of drugs which were never used. This problem was directly related to the question of at what stage in the manufacture of a synthetic drug a basic material such as coal tar became a drug and hence liable to control.

With reference to an inquiry by the representative of Canada regarding the suppression of keto-bemidone in the United States, the Chairman of the Expert Committee explained that this drug had shown

advantages over demoral in laboratory tests and a manufacturer had accordingly started to produce it for trade. The Public Health Service of the United States had, however, reported that it had very great addiction-forming properties and it was accordingly decided to suppress its manufacture. As a general rule, however, such action should be taken before a dangerous drug was put on the market. In reply to the observations of the United Kingdom representative, the Chairman of the Expert Committee informed the Commission that so far the Expert Committee had acted only on substances which produced morphine-like addiction.

The representative of the United Kingdom objected that the words "drug" and "addiction" were insufficiently defined in the 1948 Protocol, but the representative of the Netherlands considered that there was in practice little danger that very large numbers of substances which would never be used commercially as drugs would be referred to the WHO as a substance had to be a drug before any action under article I of the 1948 Protocol could be taken.

The representative of the United States considered the recommendation under point 8 (page 5) very sound. Recently two drugs of the amidone type had come on the market before the necessary control had been instituted, and should there be such occurrences in the future, addiction to such drugs would have developed before the Expert Committee had been able to make recommendations on them. The only way to prevent occurrences of this nature would be for certain classes of drugs to be placed under control until such time as it could be proved that they were not addiction-forming.

The representative of the United Kingdom drew the Commission's attention to the fact that such a procedure would not be practicable in many countries, for example in the United Kingdom, where the legislation controlling narcotic drugs was drafted from an exactly opposite viewpoint: a drug had to be proved to be addiction-forming before it could be put under control. He suggested however that it might be possible for Governments to arrange with manufacturers not to release to the trade new substances analogous to known addiction-forming drugs until they had been proved harmless from that standpoint.

It was pointed out that the problem was most important in connection with the drafting of the single Convention, and further references to it will accordingly be found under section 12 of this report.

The representative of Canada observed that since it was not expected that the single convention could enter into force for a number of years, the question remained as to what was to be done about the problem of synthetic drugs until that time. Although, in accordance with their obligations under the 1948 Protocol, States would soon legislate on those drugs on which the

World Health Organization had adopted recommendations, new synthetic substances might produce much addiction if there was to be no control of a new drug in the interim period between its first appearance and the promulgation of national legislation to control it.

The Director of the Division of Narcotic Drugs pointed out that any Government Party to the 1948 Protocol could act on such drugs as soon as that instrument had come into force, since the WHO had already made the necessary recommendations regarding drugs at present known.

After further discussion of this matter, during which the representatives of the Netherlands and of the United Kingdom outlined the difficulties which would be encountered in attempting to ensure that manufacturers submitted new drugs to a regime of control in the absence of specific legislation, the representative of the United States introduced the following recommendation to the Council, which was unanimously approved by the Commission:

"PRECAUTIONARY MEASURES TO BE TAKEN WITH REGARD TO SYNTHETIC
NARCOTIC SUBSTANCES

"The Economic and Social Council,

"With a view to accelerating the application in similar cases of the principle contained in the recommendation of the Expert Committee of the World Health Organization on chemical compounds of the dolantin and amidone types (WHO/HFD/9, paragraph 8),

"Requests the Secretary-General to transmit to all Governments the recommendation of the Expert Committee of the World Health Organization that each Government should endeavour to apply at the earliest possible moment provisions whereby drugs of a particular chemical type, analogues of which have been proved to be habit-forming (for example, analogues of dolantin and amidone) could be placed under control until such time as they have been shown not to be habit-forming."

In connexion with this resolution the representative of the United Kingdom wished to put on record that its strict application by the authorities in the United Kingdom would require a fundamental change in the narcotic legislation. The Government would not be able to effect such a change "at the earliest possible moment", but the authorities would nevertheless do their best to implement the resolution in the United Kingdom. He did not foresee any difficulties with manufacturers who were already licenced manufacturers of narcotic drugs from natural raw materials, but he was not in a position to give any undertaking with regard to unlicenced chemical manufacturers who would now be entering the narcotics trade for the

first time with synthetic drugs. It might for instance so happen that the export of synthetic drugs by such a manufacturer would not come to the notice of the authorities and could not therefore be prevented.

The representative of Mexico stated that the Mexican National Health Council had wide powers to put into effect the type of recommendation referred to in the foregoing resolution, and analogues of drugs known to be dangerous were indeed already under control. The representative of the Netherlands explained that synthetic drugs which were unsatisfactorily defined as to their chemical nature could not be brought under the narcotics laws; he therefore reserved the right of the Government in regard to the drugs to be put under control under the resolution, and the representative of Peru stated that the Peruvian Public Health Service was in a position to include in the narcotics legislation any dangerous substance whether or not it was a narcotic.

The Commission discussed the recommendation under point 11 (page 7) regarding the desirability of giving, for all international purposes, a single name to each habit-forming drug. The representative of Canada proposed that the Commission should endorse this recommendation, while the representative of the Netherlands said that such endorsement should contain a strong recommendation as to the basis on which the World Health Organization should allot names to drugs. The representative of the United Kingdom said that it was essential that the name adopted should not be a trade or proprietary name, and supported a proposal that the Secretary-General should undertake the study which the Expert Committee's recommendation seemed to call for.

In the opinion of the representative of the USSR the only possible name under which a substance could be known for international purposes would be the chemical name, to which should normally be added the chemical formula, and he wished to make a recommendation to that effect. It was pointed out that the use of chemical names was the most systematic method of nomenclature but that such names were liable to cause confusion to officials who were not chemists. Attention was also drawn to the fact that the Expert Committee on the Unification of Pharmacopoeias of the WHO was examining the whole question.

The representative of France considered that the Commission should leave complete freedom of action in this matter to the WHO and the Commission then decided

- (1) To endorse the recommendation of the Expert Committee on Habit-Forming Drugs of the World Health Organization that a mechanism should be established whereby every habit-forming

- drug subject to international control could be given a single name to be used for all international purposes;
- (2) To invite the Secretary-General to initiate the study of measures whereby every addiction- and habit-forming drug subject to international control might, under the new convention, be given a single name, not being a trade name, to be used for all international purposes;
- (3) To recommend that the name to be given to every habit-forming drug for international purposes should be the chemical name of such drug, to be used whenever possible in conjunction with the chemical formula therefor.

The representative of France drew the Commission's attention to the fact that the views of Professor H. Fischer (E/OB/3/Rev.1 (E/DSB/5/Rev.1)) regarding the need for the control of benzedrine and certain other drugs should be treated with reserve, in view of the fact that French scientists were not convinced that benzedrine was in fact a habit-forming drug.

The representative of the Netherlands inquired whether the reference on page 13 to the encouragement of the use of heroin in preference to morphine and cocaine, on the grounds of economy, by sickness insurance organizations in Finland was entirely correct, and suggested that if it were, this fact might explain the high consumption of heroin in that country. The Chairman of the Expert Committee had every reason to believe that the statement was accurate, but stated he had no definite information. He undertook to try to obtain clarification of this point, and the Commission agreed, that it would look forward with great interest to receiving from the Expert Committee on Habit-Forming Drugs of the World Health Organization further information regarding the use of heroin in Finland referred to in document WHO/HFD/9.

17. Studies on Indian hemp

The Commission took note of a statement by the Director of the Division of Narcotic Drugs to the effect that in accordance with the wishes expressed by the Commission during its third session an international expert was now preparing further studies on Indian hemp. These studies would be completed during the present year and would be incorporated in a document to be submitted to the Commission before its fifth session.

18. Commission of Inquiry into the effects of chewing the coca leaf

(This section of the report will be issued as an addendum to the present document as soon as may be possible after the Commission has disposed of the matter).

19. Miscellaneous

(a) List of firms authorized to manufacture narcotic drugs

The Commission took note of the list of firms authorized to manufacture or convert narcotic drugs contained in document E/NF.1949/1.

(b) List of national authorities issuing import certificates and export authorizations

The Commission took note of the names and addresses of the national authorities issuing import certificates and export authorizations contained in document E/NA.1949/1.

(c) Application of article 15 of the 1931 Convention

The Commission took note of document E/CN.7/159 containing a summary of the replies from Governments to the inquiries which the Secretary-General made regarding the organization and functioning within their territories of the special national administrations provided for in article 15 of the 1931 Convention.

(d) Form of annual reports

The Commission considered the form of annual reports to be communicated by Governments in accordance with article 21 of the 1931 Convention (E/NR.1948/Form). It decided to make a minor amendment to section I of the form, placing paragraphs 1 and 2 in the sub-section "A.Laws" and paragraph 3 in the sub-section "B.Publications".

The changes made to Chapter II of the Form are referred to in section 9 of the present report.

ANNEX A

RECOMMENDATIONS OF THE COMMISSION TO THE ECONOMIC AND SOCIAL COUNCIL

(The references are to the sections of the report
from which the recommendations are quoted)

The Commission decided

to draw the attention of the Economic and Social Council to the statement by the Secretary-General of the Ministry of Health of Colombia, referred to in the annual report for 1947, that the opinion of those who insisted that coca consumption was not only harmless but beneficial must simply be disregarded.

(Section 5 (a))

The Commission decided to recommend the adoption of the following resolution:

ANNUAL REPORTS REQUIRED BY ARTICLE 21 OF THE CONVENTION OF
13 JULY 1931 FOR LIMITING THE MANUFACTURE AND REGULATING THE
DISTRIBUTION OF NARCOTIC DRUGS

The Economic and Social Council,

Having had its attention drawn by the Commission on Narcotic Drugs to the fact that on 16 May 1949, the date of the opening of the fourth session of the Commission, annual reports for the year 1947, to be submitted by Governments under article 21 of the 1931 Convention, had not been received from a number of countries,

Being informed that such reports are indispensable to the proper functioning of the Commission,

Requests the Secretary-General to address a special circular note verbale to the Governments mentioned in the list annexed to this resolution (Annex C to the present report), which since 1945 have failed to submit their reports for two years including the year 1947, calling attention to their obligations under article 21 of the 1931 Convention to forward annually a report on the working of the Convention in their countries, and to the fact that this report is to reach the Secretary-General on or before 30 June of the year following that for which it is due, in accordance with the Commission's decision as approved by the Council.

(Section 5 (a))

The Commission decided

to draw the attention of the Economic and Social Council to the fact that the volume of illicit traffic throughout the world was still considerable, that the amounts of narcotic drugs in the illicit traffic in certain areas had increased

alarming, that clandestine factories were still operating and that a new danger had been created by the appearance of synthetic drugs, and to recommend that all States Parties to the international conventions on narcotic drugs should:

- (1) Increase their efforts to detect and suppress the illicit production of opium, coca leaves and other raw materials from which narcotic drugs are produced, and the illicit manufacture of these drugs;
- (2) Apply stringent measures of control to the trade in, the distribution and transportation of narcotic drugs paying special attention to the smuggling of drugs in airplanes;
- (3) Strengthen measures for apprehending traffickers and subject them to severe penalties under existing laws.

(Section 6 (g))

The Commission approved the following recommendation to the Council:
PRECAUTIONARY MEASURES TO BE TAKEN WITH REGARD TO SYNTHETIC
NARCOTIC SUBSTANCES

The Economic and Social Council,

With a view to accelerating the application in similar cases of the principle contained in the recommendation of the Expert Committee of the World Health Organization on chemical compounds of the dolantin and amidone types (WHO/HFD/9, paragraph 8),

Requests the Secretary-General to transmit to all Governments the recommendation of the Expert Committee of the World Health Organization that each Government should endeavour to apply at the earliest possible moment provisions whereby drugs of a particular chemical type, analogues of which have been proved to be habit-forming (for example, analogues of dolantin and amidone, could be placed under control until such time as they have been shown not to be habit-forming.

ANNEX B

OTHER RECOMMENDATIONS AND DECISIONS OF THE COMMISSION

(The references are to the sections of the report from which the recommendations and decisions are quoted)

1. To request the Secretariat to bring that section of the annual report of Colombia for 1947 which deals with coca to the attention of the Commission of Inquiry into the effects of chewing the coca leaf.
(Section 5 (a))
2. To record its appreciation of the measures taken by the Government of Mexico to stamp out the illicit traffic in that country, and of the excellent annual report for 1948 transmitted by the Government of that state.
(Section 5 (b))
3. To put on record that it viewed with great concern the rising tide of illicit traffic, especially in the Middle East, the Near East and the Western Continent.
(Section 6 (a))
4. To recommend strongly that the Occupying Powers exercise a more efficient collaboration in the future for the control of the illicit traffic throughout Germany.
(Section 6 (b))
5. To request the Secretariat to include in each two-monthly summary of seizure reports an index of the names of the ships, showing the flags under which they sailed, on board of which seizures of narcotic drugs had been made
(Section 6 (c))
6. To request the Secretary-General to bring to the notice of Governments the Commission's recommendation that even where there has been no case of illicit traffic in narcotic drugs in a country or territory during a calendar year, Chapter V of the annual report for that year giving this information should nonetheless reach the Secretary-General by 31 March of the following year to enable him to submit to the annual session of the Commission a complete analysis of the trends in illicit traffic.
(Section 6 (f))
7. To request the Secretariat to include in future summaries of seizure reports the form for reports on illicit transactions and seizures given in Annex D. to this report.
(Section 6 (g))

8. That the annual summaries of laws and regulations would be very useful for many purposes and recommended that they should always be published in printed form.

(Section 7)

9. To supplement the study made by the Secretariat on the analytical classification of the replies by Governments to the questionnaire on drug addiction (E/CN.7/166), the Commission requests the Secretary-General to begin work on an analytical study of the laws and regulations relating to drug addiction.

(Section 9 (a))

10. To request the Secretary-General to consult the World Health Organization with a view to ascertaining the present state of medical research on drug addiction.

(Section 9 (a))

11. To request the Secretariat to bring the foregoing discussion on the use of heroin to the attention of the World Health Organization.

(Section 10)

12. To express its thanks to the Permanent Central Opium Board and to the Supervisory Body for the excellent reports.

(Section 10)

13. Adopted the reports of its Sub-Committee, (appointed to consider the desirability of convening a conference to conclude an interim agreement for limiting the production of raw opium to medical and scientific needs), and expressed its appreciation of the invitation extended to the ad hoc Committee by the Government of Turkey to hold its meeting in Istanbul or Ankara.

(Section 11 (b))

14. (1) To express its general approval of the preliminary work already done by the Secretariat towards the elaboration of a single convention on narcotic drugs, and of the principles to be followed in this elaboration as outlined in the documentation on the subject submitted to it;

(2) To request the Secretariat to translate all documents prepared by it on the single convention into the five official languages of the United Nations, the extent of the Chinese translations to be the subject of agreement with the representative of China, and to distribute copies in the appropriate languages to the

/members

- members of the Commission in advance of the opening of the fifth session;
- (3) To request the Secretary-General eventually to publish the general preparatory documentation on the single convention in printed form, in view of its permanent value and interest to scholars and officials;
 - (4) To request the Secretariat to investigate the possibility of circulating to the members of the Commission as soon as possible the minutes of the Preparatory Committee for a conference to examine the possibility of limiting and controlling the cultivation of the opium poppy and the production of raw opium, which met in 1938 and 1939, and of the minutes of the Opium Advisory Committee of the League of Nations which are concerned with the Preparatory Committee's report;
 - (5) To request the Secretariat to produce a skeleton of the single convention taking into account the opinions expressed on the subject by the members of the Commission during its present session, to be drafted in due legal form and comparatively annotated, the annotation to take the form of quotations, in respect of each article in the draft instrument, of the texts of relevant articles of existing instruments and, where necessary, of references to the documents referred to in decision (4) above;
 - (6) To request the Secretariat, when drafting the skeleton of the single convention, to take into account the resolution adopted by the World Health Organization in appointing a technical member or members to the administrative control body, which had been transmitted to the Commission by the Economic and Social Council;
 - (7) To request the Secretariat to circulate, if possible not later than January 1950, copies of the skeleton of the single convention in one of the working languages to the members of the Commission, and to send to the members as soon as may be possible thereafter translations of the skeleton (but not of the annotations) in the appropriate official languages;
 - (8) To request the Expert Committee on Habit-Forming Drugs of the World Health Organization to furnish the Commission, at its fifth session, with definitions of the terms "drug addiction", "addiction-forming drugs", "habit-forming drugs" and "fundamental structure of an addiction-forming drug", and to illustrate such definitions by references to appropriate drugs;

- (9) To request the Secretary-General to bring to the notice of the Programme Committee of the Economic and Social Council the desire of the Commission that its fifth session should open during the third week of April 1950, and last for approximately five weeks, the first three weeks to be devoted by the Commission, sitting as a Committee of the Whole, to the study of the single convention, and the remaining two weeks to the business normally undertaken by the Commission at its annual session;
- (10) That after consideration of the skeleton of the single convention by the Committee of the Whole during April-May 1950, a draft convention should be transmitted to the Economic and Social Council for communication to all Members of the United Nations and non-Member States parties to the existing conventions on narcotics with a request that their observations thereon be transmitted to the Secretary-General in time to enable him to prepare the necessary documentation for the Commission's annual session in 1951;
- (11) To convey to the Permanent Central Opium Board and to the Supervisory Body its appreciation of document E/OB/W.78 (E/DSB/W.33), prepared by their Joint Secretariat.
- (12) To record its appreciation of the glossary of technical terms prepared by the Translation Division (Bulletin No. 25), to request its extension to cover the translation of the terms contained therein into Chinese and Spanish, and to request that its compass should be restricted to official terminology only.

(Section 12)

15. To take note of a resolution of the World Health Assembly, transmitted to it by the Economic and Social Council, regarding the interest of the World Health Organization in international research projects in fields relating to health.

(Section 13)

16. To await the report which the Commission of Inquiry into the effects of chewing the coca leaf would make on its visit to Peru before addressing a further request to the Government of that country for a reply to the questionnaire on the coca leaf.

(Section 14)

17. To take note of the foregoing declaration and to express its confidence that the Protocol would come into force in the very near future.

(Section 15)

/18. (1) To

18. (1) To endorse the recommendation of the Expert Committee on Habit-Forming Drugs of the World Health Organization that a mechanism should be established whereby every habit-forming drug subject to international control could be given a single name to be used for all international purposes;
- (2) To invite the Secretary-General to initiate the study of measures whereby every habit-forming drug subject to international control might be given a single name, not being a trade name, to be used for all international purposes;
- (3) To recommend that the name which should be given to every habit-forming drug for international purposes should be the chemical name of such drug, to be used whenever possible in conjunction with the chemical formula therefor.

(Section 16)

19. That it would look forward with great interest to receiving from the Expert Committee on Habit-Forming Drugs of the World Health Organization further information regarding the use of heroin in Finland referred to in document WHO/HFD/9.

(Section 16)

ANNEX C
LIST OF COUNTRIES WHICH SINCE 1945 HAVE FAILED
TO SUBMIT ANNUAL REPORTS FOR TWO YEARS
INCLUDING 1947

Africa

Ethiopia

Liberia

Asia

Afghanistan

Burma

Iran

Lebanon

Saudi Arabia

Siam

Syria

Transjordan

Europe

Iceland

Liechtenstein

Luxembourg

Monaco

Portugal

Roumania

San Marino

Union of Soviet Socialist Republics

North and Central America

Costa Rica

Guatemala

Honduras

Nicaragua

Panama

South America

Bolivia

Ecuador

Paraguay

Peru

ANNEX D
ANALYSIS OF SEIZURES OF NARCOTIC DRUGS IN 1948

Table A
Seizures Effected During 1948
(figures in kilogrammes)

<u>Country and/or Territory</u>	<u>Raw Opium</u>	<u>Prepared Opium</u>	<u>Morphine</u>	<u>Heroin</u>	<u>Cocaine</u>	<u>Indian hemp</u>	<u>Miscellaneous</u>
*1. Australia	22.1483	13.4196	.0007	--	.0002	.9656	--
*2. Austria	2.6833	--	12.3867	--	1.4700	--	--
*3. Burma	2,459.9479	--	.0006	--	.0071	1,101.8695	--
4. Canada	168.8280	.1510	.0960	.4370	.0160	.3890	.3040
5. China	276.1920	1.4130	28.6045	1.1891	--	--	--
6. Czechoslovakia	--	--	.1000	--	--	--	--
7. Egypt	4,605.5901	--	--	.2202	.4054	9,655.4538	27.4381
8. France	19.8980	.8470	.5930	.9380	3.2813	1.4720	.1012
9. Germany (US)	261.9450	--	3.2280	.0050	2.8700	--	2.4250
10. Berlin	18.8420	--	.5240	--	.0240	--	.0360
*11. India	1,182.7907	--	--	--	--	--	--
12. Japan	11.0625	--	4.0860	2.9920	4.1700	--	5.7110
13. Mexico ^{a/}	20.1350	--	1.1200	.0894	--	217.4420	--
14. Netherlands	2.6400	.3550	.1000	--	1.0000	4.0000	--
*15. Pakistan	3.9807	--	--	--	--	--	--
*16. Palestine	.0020	--	--	--	--	.0090	--
*17. Switzerland	--	--	--	--	1.9270	--	2.0000
*18. Turkey	--	--	--	.8000	--	--	--
19. United Kingdom ^{b/}	1,099.1513	3.2900	.0045	--	.2880	13.6300	.0018
20. United States	63.2980	34.2440	1.9990	28.3250	4.9690	1,413.1950	1.8100
21. A-E Sudan	.2200	--	--	--	--	345.7370	--
22. Hong Kong	292.0000	64.0000	--	.2410	--	--	--
23. Indonesia	246.3700	47.5700	--	--	--	--	--
*24. Malaya	1,679.3203	6.7274	--	--	--	--	--
25. Mauritius	1.6000	1.0490	--	--	--	.8960	--
26. Netherlands West Indies	3.3220	5.1240	.0012	--	--	--	--

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Table A (continued)

<u>Country and/or Territory</u>	<u>Raw Opium</u>	<u>Prepared Opium</u>	<u>Morphine</u>	<u>Heroin</u>	<u>Cocaine</u>	<u>Indian hemp</u>	<u>Miscellaneous</u>
*27. Sarawak	4.2028	--	--	--	--	--	--
28. Sierra Leone	--	--	--	--	--	12.7005	--
29. Transjordan	.0560	--	--	--	--	7.7870	--
*30. Trinidad	6.1235	--	--	--	--	--	--
31. Zanzibar	--	--	--	--	--	.2410	--
TOTALS:	<u>12,452.3494</u>	<u>178.1900</u>	<u>52.5442</u>	<u>35.2367</u>	<u>20.4260</u>	<u>12,775.7674</u>	<u>39.8271</u>

* Figures incomplete, include all drugs reported to the Secretariat in individual seizure reports.

a/ It appears from the Annual Report of Mexico for 1948 (E/NR.1948/12) that the figures reproduced above did not cover the entire year.

b/ This figure includes a technical seizure of 1,034 kilogrammes.

/Table B

Table B
Origin of Raw Opium Seized During 1948
 (figures in kilogrammes)

Country and/or territory	Total quantity seized	Country of origin ^{a/}						Origin unknown (% of total)	No information (% of total)
		Burma	China	India	Iran	Mexico	Turkey		
Australia	22.1483	--	--	--	--	--	--	.6627 (3%)	21.4856 (97%)
Austria	2.6833	--	--	--	--	--	--	--	2.6833 (100)
Burma	2,459.9479	1,566.4462	445.6206	339.8291	--	--	--	42.6183 (1.7)	65.4337 (2.7)
Canada	168.8280	--	--	168.8280	--	--	--	--	--
China	276.1920	--	--	56.6000	--	--	--	30.8035 (11.2)	188.7885 (68.4)
Egypt	4,605.5901	--	--	--	--	--	--	580.4020 (12.6)	4,025.1881 (87.4)
France	19.8980	--	--	--	--	--	--	--	19.8980 (100)
Germany (US)	261.9450 ^{b/}	--	--	--	--	--	--	--	257.4450 (98.1)
Berlin	18.8420	--	--	--	--	--	--	--	18.8420 (100)
India	1,182.7907	--	--	11.1084	--	--	--	14.1040 (1.2)	1,157.5783 (97.8)
Japan	11.0625	--	--	--	--	--	--	--	11.0625 (100)
Mexico	20.1350	--	--	--	--	--	--	--	20.1350 (100)
Netherlands	2.6400	--	--	.1500	--	--	--	1.4200 (53.8)	1.0700 (40.6)
Pakistan	3.9807	--	--	--	--	--	--	--	3.9807 (100)
Palestine ^{c/}	.0020	--	--	--	--	--	--	--	.0020 (100)
United Kingdom ^{d/}	1,099.1513	--	--	(.9824)	(46.8900)	--	(1.3041)	6.5346 (0.6)	1,043.4402 (95)
United States	109.8540	--	--	34.4590	14.0270	20.2480	41.1200	--	--
A-E Sudan	.2200	--	--	--	--	--	--	--	.2200 (100)
Hong Kong	292.0000	--	--	--	--	--	--	--	292.0000 (100)
Indonesia	246.3700	--	--	--	^{e/}	--	^{e/}	--	12.9530 (5.3)
Malaya	1,679.3203	--	(1,086.5016)	(22.6796)	--	--	--	461.4019 (27.5)	61.1101 (3.6)
			47.6271						
Mauritius	1.6000	--	--	--	--	--	--	--	1.6000 (100)
Neth. W. Indies	3.3220	--	--	--	--	--	--	--	3.3220 (100)

/24. Sarawak

Table B (continued)

Country and/or Territory	Total quantity seized	Country of origin ^{a/}						Origin unknown (% of total)	No information (% of total)
		Burma	China	India	Iran	Mexico	Turkey		
Sarawak	4.2028	--	--	--	--	--	--	4.2028 (100)	
Transjordan	.0560	--	--	--	--	--	--	.0560 (100)	
Trinidad	6.1235	--	--	--	(3.6287)	--	--	2.4948 (40.8)	
Percentage:	(100%)	(12.5%)	(12.6%)	(5.1%)	(0.5%)	(0.2%)	(0.3%)	(9.1%)	(57.8%)
Totals:	12,498.9054	1,566.4462	493.2477	610.9745	14.0270	20.2480	41.1200	1,140.4418	7,212.4938
			(1,086.5016) ^{a/}	(23.6620) ^{a/}	(50.5187) ^{a/}		(1.3041) ^{a/}		

When the country of origin was only suspected, figures appear in brackets, and have been totalled separately (see bottom of each column).

Of this quantity 4 kg. 500 gr. originated from licit channels.

According to reports communicated by the Government of the United Kingdom on 31 March and 13 April 1948.

For an explanation of the discrepancy between this figure and the one appearing in Table A, see chapter V of the United States Annual Report for 1948 (E/CN.7/W.42/Add.1), page 1, footnote.

233 kg. 420 gr. of opium of Iranian and Turkish origin were confiscated. There was no indication as to how it was to be subdivided between the two types.

/ANNEX E

ANNEX E

FORM FOR REPORTS ON ILLICIT TRANSACTIONS AND SEIZURES
(Forwarded by the Secretary-General of the United Nations
to facilitate the preparation of reports under Article 23
of the 1931 Convention)

SECTION I

1. Date of seizure: _____ 2. Place of seizure: _____
3. Kind and quantity of narcotics seized: _____

4. Details regarding ships, vehicles, and/or aircraft involved: (include name, owner, itinerary, nationality, etc.).

5. Details regarding persons and/or firms involved: (include name, nationality, place of residence, age, occupation, etc.).

6. Origin of narcotics seized: (include all available information and reasonable suspicions which might throw light on the origin, sale and purchase, particularly in connection with information furnished under (4) and (5) above).

SECTION II

- 7.* Judicial proceedings: (please refer to legal basis and indicate the sentence, including place and date of its pronouncement).

SECTION III

8. Narrative: (include especially information concerning any new or unusual methods employed by traffickers in concealing drugs or by officers in apprehending traffickers).

* This information may be sent subsequently after the proceedings have been concluded.

ANNEX F
REVISED CHAPTER II IN THE FORM OF
ANNUAL REPORTS

To be inserted after approval by the Commission.

ANNEX G

REPORT OF THE SUB-COMMITTEE TO CONSIDER THE DESIRABILITY
OF CONVENING A CONFERENCE TO CONCLUDE AN INTERIM
AGREEMENT FOR LIMITING THE PRODUCTION OF RAW
OPIUM TO MEDICAL AND SCIENTIFIC NEEDS

The Sub-Committee held two meetings on 23 and 24 May 1949, at which the representatives of China, India, Iran, Turkey and Yugoslavia were present under the chairmanship of the representative of China.

After a preliminary general discussion the Sub-Committee unanimously agreed on the desirability of reaching an agreement on this subject.

After reviewing the questions contained in the memorandum submitted by the Secretariat (E/CN.7/W.52), the Sub-Committee agreed as follows:

1. That an ad hoc Committee of the Commission on Narcotic Drugs composed of the representatives of the principal opium producing countries indicated in the above memorandum, namely, India, Iran, Turkey, the Union of Soviet Socialist Republics and Yugoslavia, should meet this year as early as possible and that a convenient and practicable date would be towards the end of September, or beginning of October 1949.
2. That the limitation of opium production to medical and scientific needs should be based on the estimates of opium requirements submitted by the governments of the consuming countries to a co-ordinating authority to be designated later.
3. That the governments of the principal producing countries should consider:
 - (a) The methods of allocating exports of opium to be produced under such an agreement;
 - (b) The establishment of a complete government monopoly (covering every stage of production and disposal) in these countries; and
 - (c) The advisability of creating an international purchasing and selling agency which would facilitate and reinforce international control.
4. That the collaboration of the manufacturing countries is necessary to ensure the success of the proposed inter-governmental administrative agreements.
5. That the representatives of the principal opium producing countries will consult their governments and will arrange for the views of their respective governments to be sent as soon as

possible to the Secretary-General, who will communicate to each of them the views of the other governments as soon as they are received and at any rate before the date of the proposed meeting.

The representative of India, while in full agreement in principle, pointed out that his country will need to produce opium not only for export but also to manufacture its own narcotic drugs and for a time to satisfy authorized domestic needs which are not strictly medical, but stated that his Government had ordered the quantities distributed under the last mentioned head to be reduced by ten per cent every year so that this consumption would gradually disappear.

The Sub-Committee was of the opinion that, in order to enable the proposed meeting of the ad hoc Committee to be held without delay, consideration should be given by the Economic and Social Council to this matter and also to its budgetary implications.

The Sub-Committee is pleased to report to the Commission that the representative of Turkey proposed Istanbul or Ankara as the venue of the ad hoc Committee meeting.
