



COMMISSION ON NARCOTIC DRUGS

REPORT OF THE EIGHTEENTH SESSION

(29 APRIL - 17 MAY 1963)

ECONOMIC AND SOCIAL COUNCIL
OFFICIAL RECORDS : THIRTY-SIXTH SESSION

SUPPLEMENT No. 9

UNITED NATIONS

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E/3775
E/CN.7/455

NOTE

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



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ABBREVIATIONS

The following abbreviations are used throughout the text:

<i>Abbreviation</i>	<i>Full title</i>
ILO	International Labour Organisation
FAO	Food and Agriculture Organization
WHO	World Health Organization
LAS	League of Arab States
ICPO	International Criminal Police Organization
IFWL	International Federation of Women Lawyers
DSB	Drug Supervisory Body
PCOB	Permanent Central Opium Board
EPTA	Expanded Programme of Technical Assistance
1912 Convention ...	International Opium Convention signed at The Hague on 23 January 1912
1925 Convention ...	International Opium Convention signed at Geneva on 19 February 1925, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946
1931 Convention ...	Convention for limiting the manufacture and regulating the distribution of narcotic drugs, signed at Geneva on 13 July 1931, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946
1936 Convention ...	Convention for the suppression of the illicit traffic in dangerous drugs, signed at Geneva on 26 June 1936, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946
1946 Protocol	Protocol amending the Agreements, Conventions and Protocols on Narcotic Drugs concluded at The Hague on 23 January 1912, at Geneva on 11 February 1925 and 19 February 1925 and 13 July 1931, at Bangkok on 27 November 1931 and at Geneva on 26 June 1936, signed at Lake Success, New York, on 11 December 1946
1948 Protocol	Protocol bringing under international control drugs outside the scope of the Convention of 13 July 1931 for limiting the manufacture and regulating the distribution of narcotic drugs, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946
1953 Protocol	Protocol for limiting and regulating the cultivation of the poppy plant, the production of, international and wholesale trade in, and use of opium, signed at New York on 23 June 1953
1961 Convention ...	Single Convention on Narcotic Drugs, 1961

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

Tenth session	E/2768/Rev.1; E/CN.7/303/Rev.1
Eleventh session	E/2891; E/CN.7/315
Twelfth session	E/3010/Rev.1; E/CN.7/333/Rev.1
Thirteenth session	E/3133; E/CN.7/354
Fourteenth session	E/3254; E/CN.7/376
Fifteenth session	E/3385; E/CN.7/395
Sixteenth session	E/3512; E/CN.7/411
Seventeenth session	E/3648; E/CN.7/432

COMMISSION ON NARCOTIC DRUGS

Report to the Economic and Social Council on the eighteenth session of the Commission, held in Geneva from 29 April to 17 May 1963

CHAPTER I

ORGANIZATIONAL AND ADMINISTRATIVE MATTERS

Membership of the Commission

1. At its thirty-fifth session,¹ the Council re-elected China, India, Japan, the United Kingdom, Turkey, and the Union of Soviet Socialist Republics for three years, as from 1 January 1964. It also elected Ghana for the same period. For present membership of the Commission and dates of expiration of terms of office of members, see table in annex I.

Representation at the session ²

2. The twenty-one members of the Commission were represented as follows:

<i>Brazil</i>	Miss A. Padula
<i>Canada</i>	Mr. R. E. Curran, Q.C.
<i>China</i>	Dr. C. K. Liang
<i>France</i>	Dr. J. F. Mabileau; Mr. J.-X. Clément; * Mr. C. Gillard; ** Mr. H. Nargeolet; **
<i>Federal Republic of Germany</i>	Dr. H. Danner; Dr. H. Alexy *
<i>Hungary</i>	Dr. I. Vértes; Dr. J. Bényi *
<i>India</i>	Mr. B. N. Banerji; Mr. S. K. Kathpalia **
<i>Iran</i>	Dr. M. Dadgar
<i>Japan</i>	Mr. H. Asahina; Mr. S. Hirase; * Mr. N. Takizawa **
<i>Republic of Korea</i> ..	Mr. H. S. Kim; Mr. M. J. Choi **
<i>Mexico</i>	Mr. F. J. Alvarez Faller; Mr. A. de Icaza; ** Mr. D. Gonzalez Gomez **
<i>Morocco</i>	Miss A. Tazi; Mr. T. Sentissi **
<i>Peru</i>	Dr. C. Quiros
<i>Poland</i>	Mr. W. Wieniawski
<i>Switzerland</i>	Mr. J.-P. Bertschinger; Dr. E. Gnädinger; * Mr. F. Pianca; ** Mr. E. Freivogel **
<i>Turkey</i>	Mr. S. Çesmebasi; Mr. S. Açıba; * Mr. H. Gücük **
<i>Union of Soviet Socialist Republics</i>	Mrs. V. V. Vasilieva; Mr. N. Kochin **
<i>United Arab Republic</i>	Dr. A. M. Khalifa; Mr. A. A. El Hadka *
<i>United Kingdom</i> ..	Mr. T. C. Green; Mr. A. A. Baggott *
<i>United States</i>	Mr. H. J. Anslinger; Mr. H. L. Girdano; ** Mr. O. E. Mulliken; ** Mr. J. T. Devine; ** Mr. J. T. Cusack; ** Mr. James A. Reed ***
<i>Yugoslavia</i>	Mr. D. Nikolić

* Alternate.

** Adviser.

*** Member of the delegation.

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

<i>State</i>	<i>Observers</i>	<i>Agenda Items</i>
<i>Argentina</i> ...	Dr. V. V. Olguin Dr. M. A. Campora	} 4, 8
<i>Belgium</i>	Mr. A. Declerck	
<i>Bolivia</i>	Mrs. D. Fellman de Mariaca	4, 8
<i>Burma</i>	Mr. Sein Hla Oo	4
<i>Cuba</i>	H.E. Mr. E. Camejo-Argudin Mr. P. Gonzalez-Pineiro ... Dr. P. Nogueira	} 4
<i>Federation of Malaya</i> ..	Mr. L. H. Wong	
<i>Israel</i>	Mr. M. Itan	} 4, 12, 13
	Mr. A. Less	
<i>Italy</i>	Dr. F. Ferretto	4, 6, 7, 12, 13
<i>Lebanon</i>	Mr. N. Khoury	} 4, 9, 10
	Mr. J. Yazbeck	
	Mr. O. Osman	
<i>Netherlands</i> .	Mr. A. Kruysse	} 4, 6, 7, 12, 13, 15
	Mr. W. M. Rehorst	
	Mr. W. N. Samsom	
<i>Portugal</i>	Mr. F. de Alcambar Pereira	4
<i>Somalia</i>	Mr. S. A. Hussein	4, 13
<i>Thailand</i>	Mr. C. Posayanonda	} 4
	Mr. S. Viseshsiri	
	Mr. S. Boonlikit	

4. The following governments designated the observers named to attend the meetings of the Commission:

<i>Greece</i>	Mr. G. Tsatsas
<i>Luxembourg</i>	Mr. L. Robert

5. The following States were also invited to send observers, but were not able to do so: Afghanistan, Colombia, Ethiopia, Indonesia, Iraq, Kenya, Laos, Liberia, Pakistan, Philippines, the Republic of Vietnam, Spain, Yemen.

6. The Commission thanked those governments which had sent observers to the eighteenth session, and expressed regret that some countries had been unable to accept its invitation.

7. The representative of the Union of Soviet Socialist Republics stated that the right to represent China in

¹ E/SR.1259.

² E/CN.7/SR.501 and 524.

the Commission belonged exclusively to the Government of the People's Republic of China. The representative of Poland expressed the same view. The representative of Hungary considered it regrettable that the People's Republic of China was debarred from participation in the Commission's work despite the fact that it has the largest population of any country in the world. He declared that the so-called representatives of China at the session could only be regarded as individuals and were not in a position to speak for the Government and the people of China.

8. The representative of China considered that the statements of the representatives of the Union of Soviet Socialist Republics, Poland and Hungary were out of order, and declared that the Government which he represented was the only legal Government of China and was recognized as such by the United Nations. The representative of the United States of America regretted that the question of China's representation had been raised in the Commission. He pointed out that the Commission on Narcotic Drugs, like other functional commissions, was not competent to take action on this issue. He declared that the Government of the Republic of China alone was entitled to representation in the United Nations bodies and that the position of his government was in accordance with that taken by the General Assembly.

9. The International Labour Organization (ILO) was represented by Dr. A. Annoni.

10. The Food and Agriculture Organization (FAO) was represented by Mr. Crapon de Caprona.

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

12. The Permanent Central Opium Board (PCOB) was represented by Sir Harry Greenfield. The Drug Supervisory Body (DSB) was represented by Mr. L. Atzenwiler and Mr. P. Isoré.

13. The Permanent Anti-Narcotics Bureau of the League of Arab States (LAS) was represented by Major General A. Safwat.

14. The International Criminal Police Organization (ICPO) was represented by Mr. J. Nepote and Mr. L. Aubé, the International Federation of Women Lawyers (IFWL) by Lady G. M. Chatterjee, and non-governmental organizations in Category B consultative status by Mrs. F. Clark and Mrs. R. Rothenberg.

15. At the opening meeting of the session, Mr. P. P. Spinelli, Director of the European Office of the United Nations, represented the Secretary-General and welcomed the representatives, particularly of new members. At other meetings Mr. D. A. Chapman and Mr. A. Lande represented the Secretary-General. The Secretary of the Commission was Mr. H. Jhabvala.

Duration of the session³

16. The session lasted from 29 April to 17 May 1963. Twenty-four plenary meetings were held (501st to 524th meetings).

³ E/CN.7/SR.501 and 524.

Election of Officers⁴

17. The Commission elected the following officers, by acclamation:

Chairman	Dr. J. F. Mabileau (France)
First Vice-Chairman	Dr. I. Vértés (Hungary)
Second Vice-Chairman ..	Mr. B. N. Banerji (India)
Rapporteur	Dr. M. Dagar (Iran)

18. Mr. R. E. Curran (Canada) was elected unanimously Chairman of the Committee on Illicit Traffic.

Adoption of the Agenda⁵

19. The Commission considered the provisional agenda⁶ drawn up by the Secretary-General, after consultation with the Chairman of the seventeenth session and in pursuance of the Commission's decision at that session to include certain items.⁷ It adopted the following agenda:

1. Election of officers.
2. Adoption of the agenda.
3. Implementation of the narcotics treaties and international control:
 - (i) Report of the Division of Narcotic Drugs;
 - (ii) Annual reports of governments;
 - (iii) National laws and regulations;
 - (iv) Report of the Permanent Central Opium Board to the Economic and Social Council on the work of the Board in 1962;
 - (v) Estimated world requirements of narcotic drugs in 1963: statement of the Drug Supervisory Body;
 - (vi) Report of the WHO Expert Committee on Addiction-producing Drugs;
 - (vii) Appointment of a member of the Drug Supervisory Body.
4. Illicit traffic.
5. Abuse of drugs (drug addiction).
6. Opium and opiates.
7. Programme of scientific research on opium.
8. The question of the coca leaf.
9. The question of cannabis.
10. Programme of scientific research on cannabis.
11. The question of synthetic and other new narcotic drugs.
12. Barbiturates.
13. Questions relating to the control of other substances (tranquilizers, amphetamines; khat, etc.).
14. Technical co-operation in narcotics control.
15. Preparations for the coming into force of the 1961 Convention.
- 15 bis. Preparations for the implementation of the 1953 Protocol.
16. Programme and priorities in the field of narcotic drugs; control and limitation of documentation.
17. Report of the Commission on its eighteenth session.

⁴ Agenda item 1 (E/CN.7/SR.501).

⁵ Agenda item 2 (E/CN.7/SR.502 and 524).

⁶ E/CN.7/433 and Add.1 and 2.

⁷ Report, seventeenth session, para. 20.

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

20. At its 524th meeting, the Commission decided unanimously to adopt the present report to the Council on its eighteenth session.

Organization of the nineteenth session of the Commission

21. In order to facilitate planning for the nineteenth session, the Commission decided to include certain items in the provisional agenda for that session. This procedure is provided for under rule 6 of the rules of procedure of the functional commissions,⁸ which also provides that Members of the United Nations and members of the specialized agencies, the General Assembly, the Economic and Social Council, the Security Council and the Trusteeship Council may propose additional items. The following items were included:

1. Election of officers.
2. Adoption of the agenda.
3. Implementation of the narcotics treaties and international control:
 - (i) Report of the Division of Narcotic Drugs;
 - (ii) Annual reports of governments;
 - (iii) National laws and regulations;
 - (iv) Report of the Permanent Central Opium Board;
 - (v) Statement of the Drug Supervisory Body;
 - (vi) Work of the WHO in the field of narcotic drugs.
4. Illicit traffic.
5. Abuse of drugs (drug addiction), in particular its economic and social aspects.
6. Opium and opium research.
7. The question of the coca leaf.
8. The question of cannabis and cannabis research.

⁸ E/2425.

9. Questions relating to the control of substances not under international control, including in particular the question of khat.
10. Technical co-operation in narcotics control.
11. Preparations for the coming into force of the 1961 Convention.
12. Preparations for the implementation of the 1953 Protocol.
13. Programme and priorities in the field of narcotic drugs; control and limitation of documentation.
14. Report of the Commission on its nineteenth session.

22. The Commission decided to invite the governments of the countries named below to be represented by observers at the nineteenth session during the discussion of the relevant items, and expressed the hope that they would all be able to accept:

Illicit traffic: Afghanistan, Argentina, Bolivia, Burma, Cuba, Cyprus, Federation of Malaya, Greece, Israel, Italy, Laos, Lebanon, the Netherlands, Pakistan, Portugal, Republic of Viet-Nam, Spain, Syria, Thailand.

Abuse of drugs (drug addiction): Argentina, Bolivia, Burma, Greece, Israel, Italy, Lebanon, the Netherlands, Pakistan, Thailand.

Opium and opium research: Greece, Italy, the Netherlands.

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

The question of cannabis and cannabis research: Greece, Lebanon, Nepal, the Netherlands, Pakistan, South Africa.

Questions relating to the control of substances not under international control, including in particular the question of khat: Belgium, Ethiopia, Greece, Israel, Italy, Kenya, the Netherlands, Somalia, Yemen.

Preparation for the coming into force of the 1961 Convention: Greece, Israel, Italy, the Netherlands, Poland.

Place of meeting of the nineteenth session of the Commission

23. No recommendations were made under rule 3 of the rules of procedure regarding the place of meeting of the nineteenth session.

CHAPTER II

IMPLEMENTATION OF THE TREATIES AND INTERNATIONAL CONTROL

Report of the Division of Narcotic Drugs⁹

24. The Commission considered the report of the Division of Narcotic Drugs covering the period 16 March 1962 to 15 March 1963.¹⁰ The report included references to the various documents issued for the consideration of the Commission as well as information on such matters as adherences to the multilateral treaties on narcotic drugs, the activities of other international organs in the field of narcotic drugs and the implementation by governments of various resolutions and decisions of the Commission and of the Economic and Social Council.

⁹ Agenda item 3 (i); (E/CN.7/SR.502 and 521).

¹⁰ E/CN.7/434 and Add.1.

25. Some of the points raised during the examination of the report will be found in other parts of the present report under the relevant headings.

The Bulletin on Narcotics

26. The Commission expressed its appreciation of the *Bulletin on Narcotics*¹¹ and particularly of the quality of the articles it contains, its broad coverage of the field of narcotics control, and its usefulness to enforcement officers, to the medical profession and to other bodies interested professionally or otherwise in the subject of narcotic drugs.

¹¹ E/CN.7/434, para. 94, and E/CN.7/434/Add.1, para. 94.1.

27. The Commission had suggested at its previous session¹² that more emphasis should be placed on the publication of non-technical material for the use of officials concerned with narcotic drugs and that articles on the purely scientific aspects of these drugs should be somewhat curtailed. The Commission noted that, in accordance with its proposal, the scope of subjects covered by the *Bulletin* had been enlarged, and that it included many important aspects of the problem of narcotics, such as control of narcotics in different countries; questions related to each drug; drug addiction, its nature and treatment; scientific research in the field of narcotics (addiction liability of new narcotics and the improvement of means of identification); activities of the international organs dealing with narcotics; the 1961 Convention; and the coming into effect of the 1953 Protocol.

28. The Commission also noted that another of its suggestions had been carried out—namely, that more background information should be provided in the *Bulletin* in order to give readers a rapid view of developments in various parts of the world. Reference was made in this connexion to articles on many different countries or territories written by contributors from more than a dozen countries.

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

29. The Commission reviewed the developments which had occurred during the twelve months previous to 15 March 1963 in connexion with adherence to the international narcotics treaties.¹³ For the discussion of this subject, the Commission had before it the annual tabular statement entitled "Status of Multilateral Narcotics Treaties".¹⁴ This statement included information regarding 185 States and territories received by 16 February 1963. The Commission noted that there had been thirty-four new adherences to the various treaties, including the Single Convention, most of them by countries which had recently attained independence. There had been four adherences to the 1912 Convention, five to the 1925 Convention as amended, six to the 1931 Convention as amended, six to the 1948 Protocol, four to the 1953 Protocol and nine to the 1961 Convention. The Commission took note of the fact that the 1953 Protocol had come into force on 8 March 1963 following the ratification by Greece. It also noted that there had been four additional adherences to the 1961 Convention since the Division's report was published, so that the number of countries which had acceded to, or ratified this instrument was seventeen as of 30 April 1963.

30. The Commission was informed of the following new adherences to the various treaties:

1912 Convention: Central African Republic, Congo (Brazzaville), Congo (Leopoldville) and Sierra Leone.

¹² Report, seventeenth session, para. 28.

¹³ E/CN.7/434, paras. 1-32; E/CN.7/434/Add.1, paras. 24 bis-24 sexies, paras. 32. 1-2, and para. 32 bis; (E/CN.7/SR.502 and 520).

¹⁴ E/CN.7/434/Add.3.

1925 Convention as amended: Central African Republic, Congo (Brazzaville), Congo (Leopoldville), Sierra Leone and Togo.

1931 Convention as amended: Central African Republic, Congo (Brazzaville), Congo (Leopoldville), Guinea, Sierra Leone and Togo.

1948 Protocol: Central African Republic, Congo (Brazzaville), Congo (Leopoldville), Ecuador, Sierra Leone and Togo.

1953 Protocol: Central African Republic, Congo (Brazzaville), Congo (Leopoldville) and Greece.

1961 Convention: Afghanistan, Chad, Cuba, Dahomey, Iraq, Israel, Ivory Coast, Jordan, Kuwait, New Zealand and Niger.

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

31. The Commission took note of the "List of National Authorities Empowered to Issue Certificates and Authorizations for the Import and Export of Narcotic Drugs"¹⁵ which was published this year as a full document. The number of countries and territories listed in the document was 192, and it was noted that the Secretariat had not received information regarding Burundi, Mauritania, Rwanda, Spanish Guinea and Spanish West Africa. It was felt that the list would prove useful to government departments concerned with authorization of the import and export of drugs under control.

Manufacture of narcotic drugs

32. The Commission took note of the document entitled "Manufacture of Narcotic Drugs".¹⁶ This document lists the countries in which narcotic drugs are manufactured, giving the names and addresses of the firms and enterprises engaged in such manufacture, and the drugs which each firm is authorized to manufacture or convert; and it indicates whether the drugs concerned are intended for the domestic market or for export. For each firm, a list is given of the drugs actually manufactured or converted during the given year. The document, which is based on information received from governments for the year 1961, shows that the number of countries manufacturing narcotic drugs was twenty-nine. The number of factories engaged in the manufacture of drugs was 126 in 1961 as compared with 129 in 1960. Twenty-one of the factories, as compared with twenty-two in 1960, did not manufacture narcotic drugs during the year, although they had authorization to do so, and, as in the past, not all the drugs for which authorization had been given were actually manufactured. The number of firms and enterprises licensed to manufacture synthetic drugs was fifty-nine in 1961 as compared with sixty-one in 1960, and the number of firms which had manufactured synthetic drugs was thirty-seven in 1961 as compared with forty-two in 1960. The Commission noted that these figures indicated a degree of stability in the drug

¹⁵ E/NA.1963/1 (E/CN.7/SR.503 and 520).

¹⁶ E/NF.1962/1 (E/CN.7/SR.503 and 520).

manufacturing industry as regards both structure and the drugs manufactured.

List of Drugs under international control

33. The Commission took note of the document entitled "List of Drugs under International Control",¹⁷ which lists the narcotic substances under international control (as of 16 February 1963) and gives for each drug the following basic particulars: (a) the proposed recommended international non-proprietary name or the name used in the international conventions; (b) the chemical formula; (c) an indication as to whether the drug is a natural substance or derived from opium or the coca leaf, or is produced synthetically; (d) references to the instrument whereby the substance was brought under international control and the date on which it was placed under such control; and (e) the régime of control applicable to the substance under the 1925 and 1931 Conventions.

34. The information provided showed that eighty-six basic narcotic drugs, including fifty-eight synthetic drugs, were under international control on 16 February 1963. It was indicated that forty-four of these drugs were not being produced on a significant scale commercially. During the previous year, one substance, pethidine intermediate C, had been placed under control. In addition, the control régime applicable to myrophine had been confirmed as that of group I of the 1931 Convention. Nicocodine, formerly provisionally under the control régime applicable to drugs in group I of the 1931 Convention, had been placed in group II of that convention.

35. In the general discussion, the observer for Belgium made a statement on the establishment by the Council of Europe of lists of narcotic substances and pharmaceutical substances containing narcotics which were on sale in fifteen European countries. These lists were so arranged as to simplify the task of administrators, particularly those without a scientific background.

36. The Commission had before it¹⁸ document E/CN.7/436, the second edition of the *Multilingual List of Narcotic Drugs under International Control*, which had been prepared by the United Nations laboratory. This 226-page printed document gives the names, synonyms and chemical and structural formulae for narcotic drugs, not only in the working languages, but also in other languages and non-Latin alphabets. The annexes contain references to the treaties whereby the drugs are controlled, and also give the empirical formula, molecular weight and percentage of anhydrous base for each drug. This publication is the product of a number of years' work to which governments have made significant contributions.

37. The Commission was of the view that the Multilingual List would be of great value to government services entrusted with the control of narcotic drugs, and expressed its appreciation of the document and of the contributions of all those who had assisted in its preparation.

¹⁷ E/CN.7/434/Add.2 (E/CN.7/SR.502 and 520).

¹⁸ E/CN.7/SR.519 and 523.

Annual reports of governments made in pursuance of article 21 of the 1931 Convention¹⁹

38. The annual reports submitted by governments are designed to give a comprehensive account of the implementation, during the year, of the obligations of governments under the international narcotics treaties. The reports submitted are prepared in accordance with the questionnaire drawn up by the Commission,²⁰ and the information contained in them is analysed and incorporated in an annual summary by the Secretariat.

39. The Commission considered and took note of the *Summary of Annual Reports of Governments for 1961*²¹ covering reports received by the Secretary-General up to 31 December 1962. The total number of countries or territories for which annual reports for 1961 had been received by 30 April 1963 was 150. By the same date, 148 annual reports had been received for 1958; 151 for 1959; and 156 for 1960. The *Summary* also included information sent in late for previous years.

40. Chapter II (Legislative measures) and chapter X (Abuse of drugs) were considered under the relevant agenda items. Points raised in connexion with other chapters are dealt with below.

41. A general remark was made regarding the length of some of the summaries, and the view was expressed that certain entries were out of proportion to the others. It was pointed out that this was to some extent unavoidable since the volume of information supplied by governments varied considerably.

42. As regards chapter IV (Control of international trade) the Commission was informed that some reports indicated failure on the part of a number of countries and territories to return copies of authorizations for the export of narcotic drugs. The Secretary-General had communicated with the governments concerned, asking them for any comments they might wish to make on this matter. The replies from governments showed that in most cases the copies of export authorizations had meanwhile been returned. It was pointed out that the non-return or the late return of copies of export authorizations caused difficulties to the export control services. To ensure that the copies of export authorizations reached the authorities of the importing country, it was suggested that they be sent by registered mail.²²

43. The Commission decided to request the Secretary-General to remind governments of their obligations under the provisions of article 13 of the 1925 Convention, and to address to them a recommendation that the copies of export authorizations be sent by registered mail wherever possible.

44. With reference to the statement in paragraph 235 of chapter VII (New developments and provisional control) that synthetic substances derived from dialkylaminoalkyl esters of diphenylacetic acid and its derivatives were being studied in the USSR for their antitus-

¹⁹ Agenda item 3 (ii); (E/CN.7/SR.503, 504, 505, 508 and 520).

²⁰ E/NR.Form.

²¹ E/NR.1961/Summary and Add.1.

²² E/CN.7/434, paras. 66 and 67; (E/CN.7/SR.502 and 520).

sive effects, it was suggested that more countries should supply the Secretary-General with information on the latest developments in the field of synthetic substances which might serve as substitutes for codeine. It was proposed in this connexion that antitussives derived from synthetic substances should be systematically tested for their possible addiction-producing properties.

45. On the subject of chapter IX (Raw materials) some representatives drew attention to the wide variations in the figures for different countries relating to the yield of morphine from poppy straw, the yields per hectare of opium and the morphine content of the opium. Some representatives attributed the differences to, in particular, the varying climatic conditions and methods of extraction, while others expressed the opinion that, so far as opium was concerned, the entire harvest was perhaps not being delivered to the governments concerned.

46. In connexion with the control of poppy cultivation for seed and oil, it was pointed out that under the 1953 Protocol such cultivation was not subject to the same restrictions as the cultivation of poppy for opium, nor had it been found necessary to apply special control measures. Nevertheless, supervision of such cultivation was considered necessary.

47. During its consideration of paragraph 5 of the *Addendum to the Summary of Annual Reports* relating to the countries that had not transmitted annual reports to the Secretary-General for two consecutive years, the Commission noted that Dahomey had recently sent in its report for the year 1961. The Commission then requested the Secretary-General to invite the other States and territories mentioned in paragraph 5 to send their annual reports to the Secretary-General.

National laws and regulations communicated under the international treaties on narcotic drugs²³

48. Under the provisions of the narcotics treaties, governments are required to communicate to one another, through the Secretary-General, the texts of laws and regulations enacted by them to give effect to the treaties. The Secretary-General circulates the texts received in the document series E/NL . . .

49. During the period 16 March 1962 to 15 March 1963, legislative texts were communicated to the Secretary-General²⁴ by thirty-six countries, the laws relating to eight territories being also communicated. The number of laws and regulations received by the Secretary-General during this period was 101.

50. The Commission was informed that in addition to the usual control measures, legislation had been introduced concerning increased penal sanctions in Canada, Jamaica, eleven states of the United States of America, Hong Kong, the Republic of Korea and Thailand; laws on the control of poppy heads had been promulgated in the Indian states of Delhi, Madras,

Maharashtra, Rajasthan and Uttar Pradesh; provision for the treatment of addicts had been made in California and Finland; and legislation on the subject was pending in Canada and Macao.²⁵

51. Reference to all texts of laws and regulations published by the United Nations is provided by a multi-purpose cumulative index prepared in accordance with Economic and Social Council resolution 626 C III (XXII) and brought up to date every year. The latest edition of the *Index* lists the legal texts circulated from 1947 to 31 December 1962.²⁶ The Commission took note of the *Cumulative Index, 1947-1962*.

52. Legislative texts received from governments during 1962 provided the basis for another annual document embodying the summary tabulation of changes in national schedules of drugs,²⁷ which is also prepared by the Secretary-General in accordance with resolution 626 C III (XXII). The document for the present session takes account of information in annual reports and other communications received from governments during the previous year. The Commission took note of document E/CN.7/435.

Report of the Permanent Central Opium Board²⁸

53. The Commission had before it the report to the Economic and Social Council on the work of the Board in 1962.²⁹ This report was prepared in accordance with the provisions of the 1925 and 1931 Conventions and also covered the narcotic drugs brought under control by virtue of the 1948 Protocol; annexed to the report are tables showing the main stages of the legal movement of narcotic drugs during 1961 and in the preceding four years.

54. Members of the Commission were unanimous in expressing their appreciation of the report, which maintained a high standard of accuracy, impartiality and brevity. They also noted with interest that the newly independent States were showing great willingness to participate in the international control system, and to observe the provisions of the international narcotics treaties.

55. The Commission associated itself with the tribute paid by the PCOB to Mr. Herbert May, who had served on the Board from its establishment in 1928 until 1962.

56. References were made to the growing tendency towards the production of opium in excess of the world's legitimate needs and the consequent increase in opium stocks. It was suggested that this might be due in part to decreasing non-medical consumption, particularly in India. Some representatives stated that this tendency might create a real danger of diversion into the illicit traffic. Other representatives stated that the increase in opium stocks could not have any bearing on the illicit traffic, since these stocks were under government

²³ Agenda item 3 (iii) (E/CN.7/SR.505 and 521).

²⁴ E/CN.7/434, paras. 69-72; and E/CN.7/434/Add.1, paras. 69-71.1, 71 bis.

²⁵ E/NR.1961/Summary and Add.1, Chapter II.

²⁶ E/NL.1962/Index.

²⁷ E/CN.7/435.

²⁸ Agenda item 3 (iv); (E/CN.7/SR.514, 515, 522 and 523).

²⁹ E/OB/18 and addendum.

control. Other representatives expressed the view that the drop in price³⁰ resulting from the excessive stocks could induce some growers to divert part of their crop to the illicit traffic. It was argued, however, that the difference in prices³¹ between the licit and the illicit market was so huge that a drop of 10 or even 50 per cent in the licit prices could not be a great inducement to growers to sell to traffickers.

57. The Commission noted that each year there was an increase in the percentage of morphine produced from poppy straw, and some representatives expressed the fear that this might tend to increase the excessive quantities of opium that were available. Some representatives suggested that the use of poppy straw as a source of morphine might well become general, so that opium could be dispensed with; against this it was argued that some countries had found the process uneconomical. Other representatives maintained that the extraction of morphine from poppy straw was economically sound, particularly in countries where the poppy was cultivated for the production of edible seeds, and where consequently the use of the capsules, which would otherwise be a waste product, was economical.

58. It was pointed out that almost 90 per cent of the opium produced was intended for the manufacture of codeine. The consumption of codeine was increasing owing to the improvement in economic and social conditions, the expansion of modern medical facilities, and particularly the introduction of national health insurance systems. An additional factor was the increased proportion of old people in the population. The WHO representative suggested that the increased consumption might well be due less to the antitussive action of codeine than to its analgesic effects. He added that codeine was used for the manufacture of a great number of preparations which, in many countries, were sold without medical prescription because of their very slight liability to produce addiction.

59. The Commission then discussed the question of finding possible substitutes for codeine which would not be addiction-producing, and which might be manufactured synthetically. In this connexion it was pointed out that narcotine, a non-addiction-producing alkaloid of opium known by the international non-proprietary name of noscapine, had been rediscovered as quite a good antitussive, but that so far doctors had not shown great willingness to use it. It was impossible to say whether the comparatively slight degree of acceptance it had met with was due to the conservatism of doctors or to some inferiority in the product. Research was proceeding, however, with a view to the development of other synthetic antitussive medicines which would not be addiction-producing, and a number of such drugs were now in existence. Nevertheless, some representatives felt it would be a long time before codeine was replaced, owing partly to the habits of the medical profession.

60. It was proposed that, in view of the problems posed by the alternating over- and under-production of

opium, the increase in morphine produced from poppy straw, and the use of codeine and its eventual substitutes, opium producers and drug manufacturers should co-operate as closely as possible in order to achieve a balance between production and consumption.

Statement of the Drug Supervisory Body³²

61. The Commission considered the statement of the Drug Supervisory Body on the *Estimated World Requirements of Narcotic Drugs in 1963*.³³

62. The Commission commended the DSB on its valuable statement. The representative of Hungary pointed out, however, that the estimates included in the statement for continental China had not been submitted by what he considered to be the legal government of that country, and that he could not accept such figures as valid estimates. This view was supported by the representatives of Poland and the USSR. The representative of China stated that his government was the only legal government entitled to submit estimates for the whole country, including continental China, and that it had done so for humanitarian reasons.

63. The Commission noted with satisfaction that the efforts made by the DSB to obtain estimates which were as accurate as possible seemed to have met with considerable success. It was suggested that in subsequent years graphs might be employed to illustrate the reduction in over-estimates.

Publicity for narcotic drugs and distribution of drug samples³⁴

64. The Commission considered a communication from the PCOB and the DSB,³⁵ dealing with publicity, especially in the form of descriptive literature, for narcotic drugs, and with the dangers attendant upon the distribution of samples of these drugs.

65. In their joint communication, the PCOB and DSB noted with concern that selling campaigns for particular narcotic drugs, directed especially to the medical profession, appeared to have decisively increased the consumption of these drugs and to have caused the general consumption of analgesic narcotic drugs to rise above the level of real requirements. They also observed that the distribution of samples with descriptive material might induce doctors to prescribe large quantities of narcotic drugs in cases where non-narcotic antalgics would have given satisfaction.

66. The PCOB and the DSB considered that national studies of the effect of medical publicity on the consumption of particular narcotic drugs could be of great value, and invited the attention of the Economic and Social Council and of the Commission to the observations made on the subject. It was suggested that arrangements be made for this question to be studied.

³⁰ See document E/CN.7/R.13/Add.32, page 12.

³¹ See ch. III, para. 35 of the present report.

³² Agenda item 3 (v); (E/CN.7/SR.515 and 523).

³³ E/DSB/20.

³⁴ E/CN.7/SR.515 and 523.

³⁵ E/CN.7/452.

67. It was generally agreed that, if any action were to be taken on such an important question, more information would be needed by the Commission. Accordingly, the Secretariat was requested to circulate the communication from the PCOB and DSB to Members of the United Nations and all parties to the narcotics treaties, with a request to comment on the dangers which might arise from publicity (including misleading descriptive literature) for narcotic drugs and from the distribution to physicians of unsolicited samples of such drugs, and to indicate any measures taken or suggested for meeting the situation.

Report of the WHO Expert Committee on Addiction-producing Drugs ³⁶

68. The Commission was informed by the WHO representative that there had been no meeting of the WHO Expert Committee in 1962. During that year only one notification concerning a substance not yet under international control had been received in accordance with the international narcotics treaties; this notification concerned the substance pethidine-intermediate-C.

69. It was recalled that this substance had been fully discussed at the Single Convention Conference, which had included it in schedule I of the Convention. After obtaining appropriate expert advice, though without reference to an expert body, WHO had decided on the control régime applicable to the substance.

70. One representative considered that in future the Commission might usefully include in its agenda an item relating not only to the report of the Expert Committee on Addiction-producing Drugs but also to the work of WHO in the field of narcotic drugs in general.

71. The Commission's attention was drawn to the drug hexalgon, (4,4-diphenyl-6-piperidine-3-hexanone), which had made its appearance in various countries under such names as Diburidina, Dollex and Orfenso. The substance had been placed under strict control in some countries. The WHO representative gave an account ³⁷ of the drug and of the information concerning its use and abuse in some countries which had come to the notice of WHO since the drug first made its appearance. The Expert Committee expressed the view as early as 1955 that this substance, which chemically is closely related to methadone, has addiction-producing properties.

72. The Commission expressed regret that steps had not been taken at the present session to place hexalgon under strict international control in accordance with the provisions of the 1948 Protocol.

Appointment of a member of the Drug Supervisory Body ³⁸

73. Article 5, paragraph 6, of the amended Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs of 13 July 1931 provides that the members of the DSB shall be chosen as follows:

³⁶ Agenda item 3 (vi); (E/CN.7/SR.503, 510 and 523).

³⁷ E/CN.7/L.260.

³⁸ Agenda item 3 (vii); (E/CN.7/SR.521, 523, and 524).

"... The World Health Organization shall appoint two members and the Commission on Narcotic Drugs of the Economic and Social Council and the Permanent Central Board shall each appoint one member ..."

74. In order that the membership of the PCOB and DSB should consist of the same persons, the Economic and Social Council adopted at its thirty-fourth session resolution 914 F (XXXIV) inviting WHO, the Commission on Narcotic Drugs and the PCOB to appoint to the DSB persons who are members of the PCOB.³⁹

75. The Commission considered two nominations for appointment to the DSB: Mr. Charles Vaillie and Mr. E. S. Krishnamoorthy, who is a member of the PCOB. In accordance with rule 62 of the rules of procedure, a secret ballot was held and Mr. Krishnamoorthy was chosen as the Commission's appointee to the DSB. The Commission also decided that Mr. Krishnamoorthy should serve for the same period as the present members of the PCOB, i.e. until 1 March 1968.

76. The Commission wished to record its deep appreciation of the excellent services rendered by Mr. Charles Vaillie during the period for which he had been a member of the DSB, as the Commission's appointee, and as the DSB's President.

Review of the Commission's work during its first twenty sessions ⁴⁰

77. Several delegates considered that it would be useful to have a review and evaluation of the work done by the Commission since its first session in 1946. It was noted that the 1965 session of the Commission would be its twentieth. To mark this occasion, the Commission unanimously adopted the following resolution,⁴¹ proposed by Brazil, Canada, India, the United Arab Republic and the United States of America:

Resolution 1 (XVIII). Review of the Commission's work during its first twenty sessions

The Commission on Narcotic Drugs,

Noting that the 1965 session of the Commission on Narcotic Drugs will be its twentieth session;

Considering that it would be helpful to the Commission in formulating and carrying out future policies and activities if there was available a review of the history of the Commission, its activities, and the results obtained therefrom;

Requests the Secretary-General to present to the twentieth session of the Commission a report which covers and evaluates the work done and the results obtained during the preceding nineteen years.

78. The sponsors of the resolution explained that such a report would focus attention on the achievements of the Commission and would be helpful not only to the Commission, but also for national Press and publicity purposes. It need not necessarily be a chronological account and should not be a lengthy document.

³⁹ E/CN.7/446; see also ECOSOC resolution 667 (XXIV).

⁴⁰ E/CN.7/SR.523 and 524.

⁴¹ E/CN.7/L.267.

CHAPTER III

ILLCIT TRAFFIC ⁴²

Introduction

79. The Commission's Committee on Illicit Traffic, consisting of the representatives of Brazil, Canada, China, the Federal Republic of Germany, France, Hungary, India, Iran, Japan, Mexico, Morocco, Peru, Poland, the Republic of Korea, Switzerland, Turkey, the United Arab Republic, the United Kingdom of Great Britain and Northern Ireland, and the United States of America, met in closed session at the Palais des Nations, Geneva, on 23 April 1963.⁴³ The Committee unanimously elected Mr. R. E. Curran, Q. C. (Canada) as Chairman. The Committee held a total of eight meetings on 23, 24 and 25 April and 3 May 1963.

80. Observers for Argentina, Bolivia, Burma, Cuba, the Federation of Malaya, Greece,⁴⁴ Israel, Italy, Lebanon, the Netherlands,⁴⁴ Portugal, Somalia and Thailand, and representatives of the International Criminal Police Organization/INTERPOL (ICPO) and of the Permanent Anti-Narcotics Bureau of the League of Arab States attended meetings of the Illicit Traffic Committee as well as of the Commission.

81. The Committee and the Commission expressed appreciation of the assistance and information given by the representatives and observers who were present at the meetings.

Review of the illicit traffic

A. REPORTS AND DOCUMENTS

82. The Commission had before it documents prepared by the Secretary-General and ICPO and copies of chapter XI (Illicit Traffic) of the annual reports of governments for 1962 on the working of the treaties which had been sent to the Secretary-General in advance of the rest of the annual report.

83. It was noted that reporting by governments on the illicit traffic has improved, enabling information from a larger number of countries to be included in the annual review. By 31 March 1963, reports had reached the secretariat for forty-four States and eight territories, as compared with reports for thirty-five and thirty-three States, and for five and one territories respectively, received by that date in the two preceding years.

84. It was nevertheless considered that more and better reports were needed, and at an earlier date, to enable the Commission to make a satisfactory study of the illicit traffic each year. The Commission asked the Secretary-General to remind governments of their obligations as regards reporting and once more to request that copies of chapters XI of annual reports should be

despatched in advance of the rest of the reports so as to reach the Secretariat by 1 March.

85. The ICPO representative introduced to the Commission his organization's annual memorandum on the illicit traffic, explaining that changes had been made in the light of discussions at the previous session. It was hoped that these changes would increase the usefulness of the study.

86. As decided at its previous session, the Commission gave special attention to the illicit traffic in the Far East.

B. OPIUM AND THE OPIATES

(i) *The Far East*

87. The representative of the United Kingdom described the situation in Hong Kong, where problems of trafficking and addiction continued to be serious despite the sustained and energetic programme of prevention and suppression which the authorities had been carrying out in the past years. The colony occupied a small area — 391 square miles of land, and 600 square miles of water in which lay some 200 islands. The population was 3½ million, of whom 98 per cent were Chinese. Hong Kong did not produce opium, and the manufactured drugs or raw materials for local illicit use and manufacture came from outside. The fact that Hong Kong's existence depended largely on its free port facilities complicated the problem of dealing with the illicit import of narcotics. Hong Kong's land frontier of 26 miles raised no trafficking problem, but the port attracted shipping from all over the world and traffickers exploited the freedom of movement permitted to goods. Those various circumstances made the Government's work of prevention and detection more difficult than would otherwise be the case. In 1962, nearly 6,000 ocean-going vessels and over 14,000 other craft visited the port. Smuggling was accomplished by the concealment of drugs in legitimate cargo, on the persons of the crew-members of vessels and in small craft which picked up supplies outside colony waters. The Special Narcotics Section of the Prevention Service was responsible in particular for the guarding and searching of vessels and the examination of cargo. Six hundred and eighteen ships had been guarded in 1962; of fifty-six narcotics seizures made by this branch of the Service, twenty-six had been on board vessels. Six hundred and ten aircraft had also been inspected. The domestic side of the traffic was dealt with by the police force, one of whose functions was to maintain liaison, through its narcotics bureau, with enforcement services in other countries. There was regular communication with many of the twenty countries with which the bureau had established relations since its establishment in 1955. The enforcement services were in constant operation throughout the year. Between twelve and fifteen thousand raids a year were made to detect narcotics and their illicit use; 1,300 cases were discovered and over 1,000 persons prosecuted every

⁴² Agenda item 4; (E/CN.7/SR.512, 513, 521 and 522).

⁴³ Report, seventeenth session, paras. 20 and 21.

⁴⁴ These invitations were extended by the Committee at its first and third meetings on 23 and 24 April.

month, and at the present time (early 1963) an average of forty seizures a day were being made. There had been 9,934 seizures in 1962, of which 7,343 were of heroin. Three or four hundred heroin pedlars were apprehended every year. Hong Kong's intensified campaign against the illicit traffic, launched in 1959, and described in the Government's White Paper, had been reported to the Commission at previous sessions, and activities in connexion with it, co-ordinated by the narcotics advisory committee, were constantly being pursued. The direct Bangkok - Hong Kong route continued to be the one most favoured by traffickers, but recently there had been a tendency to increase use of other south-east Asian ports (particularly North Borneo ports and Singapore) as points for transshipment. Earlier reports had now been confirmed that large quantities of drugs were being air-dropped in the Gulf of Siam - South China Sea area and then brought by boat to Hong Kong. One consignment handled by a syndicate operating in Hong Kong, Thailand and the Republic of Vietnam had comprised over 900 kg of opium and morphine. Some aircraft used in those operations were reported to be piloted by French nationals resident in Laos. Most opium entering Hong Kong was in the raw state; seizures had amounted to over 372 kg in 1962, the number being 2,139. Illicit import of morphine, usually in compressed blocks, was also a feature of the traffic from Bangkok: over 90 kg had been seized in 1962. Some morphine was believed to move through Hong Kong to other destinations. Relatively little knowledge had yet been gained of the sources of the morphine base in which there was such a heavy traffic in south-east Asia, but it was generally accepted that production must take place close to many of the opium-growing areas. It was the "999" brand that was most commonly seized in Hong Kong, although at least eight different trademarks had been seen among various seizures. There was some evidence from wrappings and other features of the blocks that "999" morphine might come from more than one source; it was reported that as many as twenty different organizations had at one time or another produced blocks. As for heroin, which continued to be the main drug of addiction in Hong Kong, 8,456 offences had been recorded in 1962. Fifty-seven kg had been seized. Clandestine laboratories continued to operate, seven having been detected and destroyed in the past year. Traffickers in Hong Kong, Macao and Bangkok worked in close association. In the past two years there had been reports of illicit imports of heroin from Thailand, whereas local markets had previously been supplied within the colony or from Macao. In August 1962, the existence of a heroin manufacturing and trafficking syndicate with connexions in Hong Kong, Bangkok, Singapore and Malaya had been disclosed after the arrest in Hong Kong of an important heroin maker and trafficker. A clandestine factory had been set up near Penang, the first indication of illicit manufacture in Malaya. The syndicate was said to have direct connexions with morphine supplies in the Laos - Thailand border area. It seemed clear from the evidence of manufacture in Malaya and from that of a recent seizure in Hong Kong of heroin direct from Bangkok that the pattern of trafficking in southeast Asia was widening.

88. The representative of the United States of America expressed appreciation of the informative report on Hong Kong and observed that the problem of the Triad organizations (Chinese groups involved in the illicit traffic in the Far East and Europe) appeared to be significant in recent trafficking developments. The representative of the United Kingdom stated that Triad organizations, of which there were many, were illegal in Hong Kong. They had a long historical background, and members of such societies had in the past had a great influence on criminal activity of all kinds, including the drug traffic. Many heroin traffickers apprehended and dealt with in the past had Triad backgrounds. The influence of the Triad organizations had been greatly reduced through sustained action by the authorities. Hong Kong had notified ICPO that two or three Triad traffickers had made trips to Europe in recent years. The ICPO representative informed the Commission that those traffickers had been traced in the Federal Republic of Germany, Spain and Switzerland; they had been attempting to organize an international trafficking network while posing as clothing manufacturers.

89. The representative of the Republic of Korea stated that his government considered it a primary task to join with other countries in the work of suppressing the illicit traffic through close and effective international co-operation. Such humanitarian efforts were an appropriate part of the work being done by his government in the social, economic and political fields. He referred to information given in his country's annual report for 1962. The illicit traffic was mainly in raw opium, morphine and heroin supplied by illicit cultivation and intended for the domestic market. There had been 4,221 prosecutions for narcotics offences. Investigations to detect illicit poppy cultivation, which occurred in sparsely populated mountain areas, were made during the growing and harvesting periods by provincial and national agencies. Illicit import of drugs was also a problem. Smuggling was reported from the northern part of Korea and from Hong Kong. He believed that periodic regional meetings in the Far East and the continuous exchange of information on the traffic would assist materially in bringing trafficking under control.

90. The representative of China stated that the traffic in the province of Taiwan was not supplied by any illicit cultivation or manufacture, and that all drugs were smuggled into the country, particularly from Hong Kong. Only small quantities of opium, morphine and heroin had been seized, but enforcement measures were vigorously applied and much effective work was carried out in co-operation with the Hong Kong authorities. Four hundred and sixty-one cases of trafficking had been detected in 1962 — about the same number as in 1961. Five-year terms of imprisonment had been imposed in 401 cases, and in other cases there had been sentences of ten years and even life imprisonment. With reference to the traffic in opium from Yunnan province, he recalled his statements at earlier sessions of the Commission. In his opinion, the Yunnan area must be considered a source of illicit supplies, probably consisting of increasing amounts of morphine, rather than of opium alone. In a case of trafficking at Taipei in 1962, the offender had

confessed to handling 2 kg of opium which had come from the Yunnan border area.

91. The representative of Japan said that, owing to strict enforcement measures carried out under the Narcotics Control Act, traffickers in his country had not attempted the clandestine manufacture of narcotics. Abuse of heroin was, however, a serious problem in Japan, and foreign traffickers were engaged in organized smuggling on a considerable scale, operating from Bangkok, Hong Kong and Korea. The quantities of heroin seized in 1962 (8 kg) had been double the 1961 total. There had, however, been a considerable decrease in the number of narcotics offences detected during the year, although 2,418 persons had been arrested. Of those, 1,797 had been involved in offences concerning heroin. Every effort was being made by the Japanese Government to deal with narcotics problems; amendments to existing laws were before the Diet, which intended to raise the maximum penalties to life imprisonment and also provide facilities for the effective treatment of addicts. It seemed, however, that the problems of international smuggling could be dealt with only by international co-operation, and it was to be hoped that closer relationships between governments could be developed for the implementation of control measures. In that connexion, valuable work seemed to have been done by the seminar on prevention of narcotics offences in south-east Asia which had been held in Tokyo in 1962 under the "Colombo Plan". In reply to a request from the representative of the United States for information, he told the Commission that some cases in which teen-agers were involved had been reported in Kobe and Osaka and that educational campaigns were being undertaken to prevent young persons from being victimized by traffickers.

92. The ICPO representative said his organization had made a comprehensive study of the question of the extradition of narcotics offenders and that it was now engaged in further detailed study, at the request of the Government of Japan in particular. Unfortunately, there were lacunae in many extradition treaties, especially so far as concerned the illicit traffic and traffickers in drugs. He hoped the study would help governments to cope with that aspect of the problem of intra-regional and international co-operation in dealing with traffickers. He wished to congratulate the Japanese Government for the contribution it had made to the seminar on prevention of narcotics offences, which his organization regretted not having been able to attend. He appealed for the help of all the governments concerned in developing to the fullest possible extent the regional radio communications network which his organization was setting up in connexion with the Manila station. There could be no doubt that such a facility for the constant rapid exchange of information would be of great use to governments in the area.

93. The observer for Thailand referred to the annual report of his government and stated that seizures of over six tons of opium in 1962, as compared with about four tons in each of the two preceding years, were evidence of the continued very heavy traffic. As the geographical centre of south-east Asia, Thailand was easily accessible from all directions. There were forty-two possible

routes for smuggling from Burma and Laos, but Amphur Chiangsan, the Pang Kway district and the Mae Sai district seemed to be the three border areas of Thailand mostly used for trafficking toward Bangkok, or in some cases into the Huey Sai district of Laos for transshipment by air to ships off the coast. Two seizures of opium of over one ton each, and a case concerning reports of fourteen tons awaiting shipment from beyond the border, were cited in particular. The bulk of the traffic was intended for Hong Kong or Singapore. In 1962 offences against the Opium Act, consisting mainly of smoking or illicit possession, had been committed by 2,117 persons of whom 1,673 had been convicted. Terms of imprisonment of from six months to five years, and in some cases of 15 years, had been imposed. The control of chemicals and intensive enforcement measures against illicit manufacture had resulted in the removal of illicit laboratories from their former sites in Bangkok, and the replacement of drug production by packaging work. Only one clandestine manufacturing centre had been destroyed in 1962, compared with three in 1961; three packaging plants had been discovered in Bangkok. There had been cases of heroin smuggling over the northern borders of Thailand, and information had been sent in regarding the situation of a factory in the mountains outside Thailand; heroin and manufacturing equipment had been discovered in a hill-tribe village. The total quantity (138 kg) seized in 1962 had been more than twice that seized in 1961, and nine times the total for 1960. Most of the cases, involving 7,434 persons convicted under the Harmful Habit Forming Drugs Act, had been in connexion with offences concerning diacetylmorphine. From reports that had been received, it was reasonable to believe that there were at least two factories for converting opium into morphine situated near the frontier close to Mae Sai. There was strong evidence to suggest that the areas beyond the northern borders of Thailand were the place of origin of "999" morphine. When the Lampang police seized 88 blocks of "999", the smugglers had admitted that the drug had come into Mae Sai from the north. Moreover, in May 1962, the provincial police of Chiangrai had found two "999" moulds among morphine- and heroin-producing equipment which had been brought into Thailand by Chinese hill-tribesmen disguised as refugees from Laos, during the civil war in that country. The Thai hill-tribes were responding increasingly to the Government's programmes of resettlement and crop substitution. A development and aid centre, partly consisting of travelling advisory units, had been established. No reasonable estimates could be made of the amount of opium produced by the hill-tribes. Much additional study of the situation was required, and until that could be accomplished he felt it would be premature for the Commission to discuss the "Social and Economic Survey of the Hill-Tribes in Northern Thailand" (E/CN.7/450).

94. The representative of the United States of America said he wished to commend the Government of Thailand for the progress it had made, in the face of a difficult and complex situation, in suppressing the illicit traffic. The co-operation extended to the United States Govern-

ment was appreciated. With reference to the question of the origin of "999" morphine, he drew the Commission's attention to the importance of any assistance which governments might be able to give in collecting evidence. The observer for Burma stated that "999" blocks had been seized in his country, but that the source could only be presumed to be the Burma-mainland China-Laos-Thailand border area. The representatives of Canada and France remarked that in view of the opinion expressed by the ICPO representative that manufacture of morphine did not require highly specialized laboratory equipment, there was some possibility that clandestine factories might be fairly mobile.

95. Commenting on the traffic in south-east Asia, the representative of the United States of America informed the Commission that in the late summer of 1962 reports had been received by his Government to the effect that a huge quantity (40,000 pounds, or about 18 tons) of raw opium, in leaf wrappers, had been smuggled from the Yunnan region through the Shan State of Burma for sale in Laos and Thailand and for smuggling to the United States. That shipment was reported to have been handled by the Kokang Opium Syndicate of Burma. In addition, he cited a report dated 23 May 1962 which his Government had received from the United Nations Laboratory concerning a sample of opium submitted on 25 November 1958. The United States Bureau of Narcotics had requested the Secretariat of the United Nations to determine the origin of a sample of raw opium removed from a seizure made by the Republic of Korea ("Case FE(KCZ-21) 54-57, Reports Nos. C-5402, 5404, 5408"). The Korean authorities, through their delegation in Geneva, had associated themselves with the United States' request for a determination of origin. The report of the examination carried out by the United Nations Laboratory stated that the findings "indicate that this seizure very probably originates from mainland China. It is, however, not possible to be more definite in view of the small number of authenticated samples from the Chinese mainland".

96. The representative of Hungary observed that clandestine manufacture, local consumption of white drugs and illicit export all appeared to be constantly on the increase in the Far East. There was evidence also that increasingly effective enforcement measures were being brought into play. However, insinuations about the People's Republic of China were being made with growing frequency; and in the absence of a representative of the Republic, the suggestion that that great country was supplying the illicit traffic in order to finance activities abroad and to purchase strategic materials must be rejected. Furthermore, such a suggestion was refuted by the situation in the Far East, for it could not be logically maintained that the People's Republic of China would engage in the opium traffic when trafficking in morphine and heroin would be so much more advantageous owing to the high price and small volume (about one-tenth that of opium) of those drugs. Moreover, the evidence went to show that, despite the undeniable risks, clandestine manufacture was widespread in various countries, and such manufacture would not be profitable if drugs were being supplied to illicit markets by the People's

Republic of China. He protested against the procedure whereby cases of trafficking were called in evidence without there having been any communication on the matter between the governments concerned, evidently because concrete proof was lacking. It should be remembered that information had been communicated to the Commission at earlier sessions concerning radical measures taken by the People's Republic of China for dealing with narcotics problems that had existed for centuries. He also alluded to the practice of using terms indicative of nationality when naming offenders in reports on illicit traffic. "Nationality" should be used only in its true sense, and it was necessary to know whether offenders were, in fact, nationals of particular countries; otherwise, people would be classified by race and not by place of residence. He was of the opinion that trafficking and addiction were not problems of any one race as such, but rather the scourge of society in general.

97. Referring to the quantities of morphine and heroin seized in recent years, the representative of Poland drew the Commission's attention to the enormous amount of opium which appeared to be involved in the illicit traffic. He feared that such a volume of raw material might further aggravate the illicit traffic in and use of "white drugs". He also expressed the view that the term "Yunnan opium" used in some reports of governments on the illicit traffic and also in some summaries prepared by the secretariat, was at best misleading, and that its use, while convenient, was unnecessarily harmful because it publicized the name of a province of the People's Republic of China in connexion with information on illicit traffic that was not well founded. In his opinion, therefore, the use of the term should be discontinued.

98. In reply to a question by the representative of Hungary concerning the identification of the sample of opium referred to by the representative of the United States of America, the representative of the Secretary-General explained that in the determination of the origin of a sample of seized opium, the analytical data for the seizure were compared with the data obtained for all the authenticated samples in the United Nations laboratory. The basis for the determination of origin was therefore the range and number of authenticated samples available. The laboratory had large numbers of such samples from some regions, while from others there were only a few. The firmness of a conclusion as to the origin of a seizure was thus dependent upon the number of authenticated samples available from the particular region in question. In the case of the mainland of China, there were only four authenticated samples, which were received in 1951 from the National Government of China. If further authenticated samples could be obtained from the region, it would greatly facilitate the work of the United Nations laboratory. The representative of Hungary thanked the representative of the Secretary-General for his explanation, but said he did not consider it entirely satisfactory, because, so far as he knew, only the legal authorities of countries were authorized to send samples of opium to the United Nations Laboratory. In the present case, the laboratory had accepted, as authenticated, samples provided by a

government which in 1951 no longer had authority over the country in question.

99. The representative of the Union of Soviet Socialist Republics said that it was inadmissible that questions relating to the People's Republic of China should be discussed in the absence of that country's representatives in the Committee on Illicit Traffic and in the Commission itself. Under resolution VI adopted by the Commission at its tenth session, "The Commission on Narcotic Drugs . . . *Recommends* that governments should communicate, either directly or through the International Criminal Police Commission, to the countries from which the seized narcotic drugs would seem to come, all such information as would enable those countries to conduct an inquiry into the origin of the narcotic drugs;

"*Recommends* that in official documents governments should refer to the origin of a seized narcotic drug as being 'certain' or 'suspected' only after previous consultation with the government concerned." By including in its report one-sided accusations against the People's Republic of China, the Commission was therefore acting contrary to that resolution. For many years the same representatives had been trying to attack a great country, the People's Republic of China, by repeating unverified and unfounded accusations against it; their aims in doing so were, of course, primarily political. So far as the actual position in the People's Republic of China was concerned, a decree strictly prohibiting opium and other narcotic drugs had been issued by the State Administrative Council of the Republic as early as February 1950. The decree also prohibited the cultivation and smoking of opium; throughout the country, "the import, processing and sale of opium and other narcotic drugs are prohibited. Where this decree has been infringed, the opium and other narcotic drugs concerned shall be seized, and the offenders, whoever they may be, shall be severely punished." The decree also provided for the treatment of opium smokers. "Treatment of impecunious opium smokers must be provided free or at reduced rates. In cities in which opium smoking is relatively widespread, opium smokers' treatment centres shall be established. The supply of pharmaceutical products used for the treatment of opium smokers shall be controlled entirely by the public health authorities. The above authorities shall not permit the preparation of opium substitutes." It was therefore regrettable that, despite the actual position with regard to narcotic drugs in the People's Republic of China, and in violation of the relevant resolutions of the Commission, unfounded accusations were being made against the Republic. The Commission should approach the problem objectively and without bias, so as to promote fruitful co-operation between States on the subject of narcotic drugs, and not make such co-operation more difficult by introducing political elements into the discussion.

100. In reply to the statements by the representatives of the Union of Soviet Socialist Republics, Hungary and Poland, the United States representative affirmed that his references to Communist China in connexion with certain cases and seizures which he had cited were intended to bring to the attention of the Commission

facts concerning the traffic as it affected the United States of America. There could be no doubt that every effort should be made to locate the source of raw opium and morphine base in south-east Asia, for the good of peoples throughout the world. All possible locations of the source of supply in the Burma-mainland China-Laos-Thailand border areas, where Yunnan Province of mainland China, in particular, had been an opium-producing area for centuries past, should be examined. Much could be accomplished among the countries of south-east Asia by close co-operation and the rapid exchange of information by enforcement services, as in the case, for example, of Hong Kong, Japan and Thailand. The observer for Burma reported that information was exchanged by his country with Hong Kong and Thailand, but not with Japan.

101. The representative of China pointed out that it was on scientific grounds that mainland China had been considered to be the probable place of origin of the sample of opium seized in the Republic of Korea, to which the United States representative had referred. At previous sessions, he had repeatedly drawn the Commission's attention to the fact that opium was produced and morphine and heroin manufactured on the mainland of China, especially in the province of Yunnan. Seizures of opium and heroin originating in mainland China had been mentioned in the annual reports of the United States of America and in the statements made by the United States representative to the Commission and, according to the annual reports of a number of governments in the Far East, large quantities of opium and opiates presumed to have come from the Yunnan-Burma-Laos-Thailand area, and in some cases explicitly from Yunnan, had been seized. At the Commission's seventeenth session, reference had been made to an estimate which placed the total amount of opium alone produced in the region at approximately 1,000 tons per year. He mentioned reports by various governments to the effect that the illicit traffic had not abated in the Far East and that seizures represented only a very small fraction of the total actually involved. Yunnan could in his opinion be regarded as one of the possible sources of opium and opiates (morphine and heroin); and he again emphasized the importance to be attached to the scientific evidence of origin for the sample of opium from a seizure made by the Republic of Korea.

102. The representative of India presented a comprehensive statement. Licit production of opium had increased gradually without any appreciable increase in illicit traffic. In 1962, there had been 2,643 cases of trafficking; about 6½ tons of opium had been seized, but that was a negligible quantity compared with the total production of 969,419 kg (nearly 1,000 tons) from the 44,589 hectares used for cultivation. In that connexion, he said it would be useful if other producing countries could supply similar details of the total areas under cultivation and the total produced. The issue of strict licences to every individual cultivator and the measurement of all poppy fields by cadastral survey and ground measurement were basic features of the control of cultivation in India. Illicit traffic was for the most part internal, and such

import and export traffic as there was seemed to be decreasing. In addition to general anti-smuggling measures, special steps had been taken to prevent illicit export. In suspected cases of smuggling, there was a prompt exchange of information with other countries which might be interested. In 1962, only ten attempts had been made at illegal export; there had been eight cases of illegal import. Very strict control measures by India and Pakistan had practically eliminated cases of traffic involving Pakistan. He referred to the accounts which had been given to the Commission in previous years of the elaborate and efficient apparatus for prevention and enforcement established in his country under the Central Narcotics Organization. The Government of India wished to record its appreciation of the co-operation extended by the control authorities in Burma, Ceylon, Malaya, Pakistan and Singapore, and by ICPO.

103. The observer for Burma referred to the statement he had made regarding his country at the Commission's preceding session (E/CN.7/L.244). Without repeating the detailed information that had thus been made available, he would briefly refer to the question of opium cultivation. The presumed area of opium production was divided by the Salween river into areas west of the river where cultivation was prohibited and those to the east where, in the Shan State, cultivation was still permitted. Illicit production undoubtedly did occur in the Kachin State, but it was mostly for local consumption, particularly in quasi-medical use and in connexion with the observance of customary rites in some forms of worship. It was estimated that there were some 45,000 addicts in the Kachin State among a population numbering 525,000. Enforcement problems were complicated by legal difficulties and the inaccessibility of much of the area. Surveys were being carried out in the Hukawng valley area to promote a better understanding of the local problems and to facilitate the treatment of addicts. As to estimates of opium production in his country, no sufficiently accurate figures were at present available. His government would appreciate receiving from the Government of the United States of America some further information concerning the report that the Kokang Opium Syndicate of Burma had handled a shipment of some 20,000 kg of opium smuggled from Yunnan through the Shan State in 1962.

104. The Commission heard with interest a statement by the representative of the United Kingdom reviewing the situation in south-east Asia. To the question where the opium involved in the traffic came from, and where conversion into morphine and heroin took place, the evidence accumulating before the Commission confirmed what had previously been suspected to be the answer — the Burma-mainland China-Laos-Thailand border area. Opium from that border area had been traditionally described as "yunnan" opium, and there seemed to be no point in trying to find a substitute for an expression that was so well-established and had been used for so long. Though the Commission was gradually achieving a better understanding of the illicit traffic, too little was yet known about it, and much work remained to be done. Governments in the area were making vigorous attempts to deal with narcotics problems. The statements by the

observers for Burma and Thailand were appreciated and every encouragement should be given to the efforts that were being made in their countries, despite the difficulties of forested mountain terrain, where there were few communications, and where ethnographic, cultural and political differences among the inhabitants created complex problems so far as concerned the illicit manufacture of "white drugs", no part of the region could be regarded as beyond suspicion: evidence concerning Malaya, for example, had come to light in 1962. It seemed improbable, however, that factories were mobile, since in the areas in question it would be difficult or too troublesome to move the necessary apparatus, whereas the laboratory in the junks at Macau could be moved around quite easily. Some information was available as to the manner in which the drugs travelled, but the routes were frequently changed and the enforcement services had to be constantly alert in the designs and vagaries of highly organized traffickers. The final question that had to be asked was what action must be taken that was likely to be effective against the illicit traffic. More information was needed, and that need could be met through better reporting by governments and through special studies by individual countries. So far as the Kachin State was concerned, for example, technical assistance might help to solve the problem of traditional cultivation of opium by the hill tribes, who needed education and an alternative means of livelihood. A long-term effort was needed, but the volume and pace of the work should be increased. Many countries might also strengthen their ability to deal with control problems and fulfil their obligations under the treaties by adopting new legislation. Vigorous enforcement of laws had, of course, to follow. Then, too, steps could be taken to improve control of acetic anhydride since all possible approaches to the suppression of the traffickers' activities should be exploited. In general, closer co-operation amongst governments was essential. Conferences and joint work on special studies enabled useful knowledge to be shared and also made for closer and confident working relationships by providing valuable opportunities for experts from various parts of the world to meet each other. Finally, all possible measures should be taken by governments to provide treatment for addicts; any progress made in reducing and preventing addiction had far-reaching beneficial effects and was at the same time a means of attack on the underlying reasons for the existence of the illicit traffic in drugs.

105. The representative of Canada, who stressed the importance of free and frank discussions on the illicit traffic, commended the review of problems in the Far East as being carried out in this spirit. There could be no doubt that one of the Commission's main objectives and a primary need in the struggle against the illicit traffic was clear identification of the problems to be dealt with and of the areas of the world where those problems had to be met.

106. The representative of France congratulated the representative of the United Kingdom on his account of the situation in south-east Asia, with which he wished to express his full agreement. The most important require-

ment was obviously that governments should make a maximum effort in the areas of cultivation, not only so far as possible to prevent the production of raw materials, but also to deal with the illicit morphine-base and heroin manufacture which each year was observed to take place in close proximity to the growing areas. An important point in connexion with manufacture — and one which seemed to require more attention — was the question of how traffickers obtained adequate supplies of the chemicals required for the transformation of drugs. He expressed appreciation of the operational services which ICPO provided, and of which governments, in their efforts to strengthen their programmes and means of enforcement, would do well to make greater use. There were, however, two sides to the question how progress was to be made through ever-closer collaboration among governments: on the one hand, difficulties might exist because of differences in approach and in needs; but on the other hand, the advantages to be derived from diversity were not to be overlooked. So far as the pattern of activities by the international organizations was concerned, for example, it was to be hoped the time was near when much more work in the field of narcotics control would be undertaken directly by FAO, WHO and UNESCO within the framework of larger concerted programmes than it had as yet been possible to organize against the basic causes of addiction and the illicit traffic.

107. Finally, the Commission adopted by 17 votes to none, with 1 abstention, the following resolution submitted by Canada, India and the United Kingdom:

Resolution 2 (XVIII). Illicit Traffic in the Far East

The Commission on Narcotic Drugs,

a. *Having made a special study*, at its eighteenth session, of the situation regarding illicit traffic in narcotic drugs in the Far East,

b. *Noting* that the opium poppy is cultivated illicitly in some parts of the area for the production of opium; that illicit laboratories exist there for the manufacture of morphine and heroin; and that there is a highly organized traffic in the area in all these drugs;

c. *Noting also* that, although Governments have intensified their efforts to deal with illicit production, manufacture and traffic, the problem remains very serious;

1. *Urges* that the Governments concerned take all necessary measures to deal with the situation, in particular by

- (i) obtaining more precise information about the areas in which the opium poppy is illicitly cultivated and about the location of illicit laboratories for the manufacture of morphine and heroin;
- (ii) registering opium smokers, where such smoking is still permitted, with a view to the eventual elimination of the practice;
- (iii) strengthening wherever necessary their enforcement services and improving the training and methods of operation of those services so that they may be able to deal more effectively with the illicit cultivation of the opium poppy, the illicit manufacture of morphine and heroin, and illicit traffic in these drugs;
- (iv) controlling to the extent necessary and practicable the import and internal distribution of acetic anhydride and acetyl chloride;

(v) studying the problem of eliminating the cultivation of the opium poppy by hill tribes or other less-developed groups as a means of livelihood, and taking any necessary measures to achieve that end;

(vi) co-operating closely with other countries in the area in the direct and co-ordinated exchange of information useful in countering the illicit traffic;

(vii) including in their applications for technical assistance provision for appropriate assistance which may be required with a view to facilitating the implementation of plans for countering the illicit traffic, whether by way of training personnel, obtaining expert advice or for any other purpose.

(ii) *America*

108. The Commission took note of data on seizures of opium and opiates in countries of the Americas, observing that the situation, particularly in respect of the heroin traffic in the United States and Canada, continued to be as serious as in previous years.

109. The representative of the United States of America outlined the problem facing his country and cited significant seizures made in 1962. The total quantity of about 88 kg of heroin seized in 1962 was more than twice that seized in 1961. All heroin used in the United States, accounting for over 95 per cent of addiction, came from smuggling, the largest proportion of it originating in Europe and the Far East and entering the country at all frontiers. Traffic from Mexico as well supplied areas of the west coast and Texas, but not all heroin coming from Mexico was the result of illicit manufacture there. From France and Italy heroin was illicitly imported into the United States directly and also by way of both Mexico and Canada, and considerable quantities of heroin from the Far East were smuggled through west coast ports. To illustrate the complexities of the traffic, he described two seizures in detail. Chan Way, a well-known seaman-smuggler, was arrested on 2 January, 1962, when he transferred a package of 15 grammes of heroin to another trafficker. Sixty-eight grammes of heroin were seized from Chan Way, who admitted that he had smuggled it into the United States from Hong Kong. Chan Way, who had recently been released from prison after serving a five-year sentence for violation of the narcotic laws, was sentenced to five years' imprisonment. His associate, who was not implicated in the case owing to insufficient evidence, alleged that the heroin had originated in mainland China. Another case was the arrest at Miami, Florida, on May 24, 1962, of José Francisco Zavala Manrique. Zavala had arrived at Miami from Peru, by air, the same day and was delivering 500 grammes of heroin to an undercover agent of the United States Bureau of Narcotics when he was arrested. The undercover officer had previously made two evidential purchases from this trafficker, who admitted that he had bought the heroin from a "Chinese Communist" in Lima, Peru. Zavala was sentenced to five years' imprisonment.

110. The representative of Canada stated that there had been no major seizures of international interest in his country in 1962. Heroin was the drug primarily concerned in the illicit traffic, being involved in some 86 per cent of the cases in which convictions were obtained.

The market was supplied by illegal import. As in previous years, no evidence of local manufacture had been discovered. There was reason to assume that a traffic was operated to and from the United States, a factor in this problem being the long frontier between the two countries and their long coastlines on both the Atlantic and Pacific Oceans. Despite the difficulties, however, the continuously increased enforcement activity seemed to have resulted in a substantial reduction in the number of cases tried under the Narcotics Control Act in 1962. There had been 331 convictions, as compared with 478 in 1961.

111. In reply to a question by the representative of France, who stated that he appreciated the thoroughness of the annual reviews made by the United States of America, the representative of the United States confirmed that wholesale prices of heroin in the New York area had risen during the last four years from about \$10,000 or \$12,000 to \$18,000 and \$20,000 per kg. That might be a significant result of the heavy seizures during the period on the East coast, and an indication of the salutary effects of the valuable work accomplished by close collaboration between the enforcement authorities of Canada, France, Italy and the United States. The representative of Canada pointed out that the price of heroin in Vancouver had also risen considerably, from \$5.00 a capsule to \$15.00 or \$20.00, as a result of intensive enforcement measures in that part of his country.

112. The Commission heard a detailed statement by the representative of Mexico, referring particularly to the persistent efforts being made by his country to stamp out illicit poppy cultivation and the illicit traffic in heroin and marihuana. Intensive campaigns for that purpose were being carried out by all the authorities responsible for enforcing the law, including the Police and the Army; progress had also been made in the education of the rural population and in crop substitution, giving good cause for hope that the situation would materially improve. The illicit traffic appeared to be diminishing; illicit cultivation was less extensive and had been totally eradicated in some states of the Mexican Union. The zone of continued illicit activity seemed to be confined to the north-western part of the country, and the close collaboration between the Mexican and United States authorities in co-ordinating their suppressive measures was a notable factor in the success which had been achieved. He recognized that the high prices paid for heroin and cocaine in the United States provided a powerful incentive to traffickers; and the whole frontier was being vigilantly guarded to prevent illicit exports. The following seizures of narcotic drugs had been made in 1962: 16,144 kg of marihuana; 4 kg 050 g of cocaine; 3 kg 795 g of morphine; 1 kg 883 g of heroin and 9 kg 649 g of raw opium. An area of 273,000 square metres of marihuana plantations, with a total of 1,593,000 plants, had been destroyed; 8 kg 520 g of marihuana seed and 37 kg of poppy seed had been seized; and 233 poppy plantations, covering an area of 1,433,335 square metres and containing about 8,592,000 plants, had been destroyed. During the year 1962, 1,514 men and 235 women had been prosecuted for offences against public health, and court proceedings in 1,146 cases had been initiated. In addition,

the following quantities of narcotic drugs had been destroyed in the course of 1962 by burning:

Indian hemp (marihuana)	1,998 kg
Opium and its preparations	134 kg
Opium poppy (<i>Papaver somniferum</i> L. Var album)	89 kg
Coca leaves (<i>Erythroxylon Coca</i>)	45 kg
Morphine and its salts	14 kg
Codeine	10 kg
Meperidine, methadone and their derivatives ...	6 kg
Cocaine	940 g

The outstanding success of this campaign by the Government of Mexico had unfortunately been achieved at a tragic cost in human life: Mr. Rosendo Ortiz Islas and Mr. Alfredo Miller Flores, of the Secret Service of the Police, had been shot dead by marihuana traffickers in a Mexico City street in an incident in which 67 kg of marihuana were seized; the murderers had managed to escape.

113. The representative of the United States of America commended the Mexican Government for the excellent co-operation given to the United States enforcement authorities, and for its efforts to eradicate illicit cultivation of the opium poppy in Mexico. Again with reference to Europe, he expressed his government's appreciation of the action taken by the Government of Italy in arresting Settimo Accardi, an important fugitive from the United States, whose extradition it was hoped would be arranged as soon as possible by the Italian Government.

114. Referring to the indication by the Government of the Union of Soviet Socialist Republics in chapter XI of its annual report for 1962 that there had been no illicit traffic in the country, the representative of the United States of America drew attention to Press reports published in 1962 concerning cases of narcotics offences and trafficking in the USSR. The representative of the Union of Soviet Socialist Republics informed the Commission that the case in question had come to light only after her government's annual report on illicit traffic for 1962 had been submitted. The two persons involved had served prison sentences and, not wishing to work, had decided to engage in illicit traffic in narcotic drugs (hashish). They were detected and severely punished. In publishing the account referred to, the Soviet Press aimed at mobilizing public opinion against such abnormal occurrences in the Soviet Union. The case was deemed to be of only internal interest, but would be included in the next annual report on illicit traffic.

(iii) *The Near and Middle East*

115. The Commission heard a detailed description by the representative of Iran of the present situation in his country, where continued progress towards the total elimination of opium cultivation seemed to be accompanied by increasing activity on the part of international traffickers. Since the cultivation of the opium poppy had been prohibited in 1955, appreciable headway in enforcement had been made, but the existence of what might now be termed a hard core of addiction provided a market for drugs which international traffickers were exploiting. Surpluses in Turkey and clandestine cultivation in Afghanistan facilitated the smuggling of

opium into Iran, where a lucrative market was available. The total quantity of opium seized had increased by more than 74 per cent, from 8,274 kg in 1961 to 14,423 kg in 1962. That increase was considered to be due not to heavier traffic, but rather to the improved enforcement techniques introduced by the gendarmerie and the police. Of the seizures made during the year, 5,379 kg had been intercepted near the Afghan border, 5,823 kg near the Turkish border and the balance of 3,211 kg in the interior of Iran, either on roads leading from the eastern and western frontiers or from hiding places on the way. All the opium had been pronounced by experienced officials to be of foreign origin. Within the country, there was an increasing tendency to convert opium into heroin by methods which, though crude initially, had become more and more refined as the year advanced. Nine heroin factories had been discovered, as compared with two in 1961. There had been very few interceptions of foreign heroin or morphine base, but several consignments were believed to have reached Iran from abroad. Because of the extensive use of acetic anhydride in the local manufacture of heroin, imports of this chemical and of acetyl chloride had been placed under restriction. Most of the heroin factories had been found in Teheran, but one had been located in West Azarbaijan, near the Turkish border. The operator, a citizen of Teheran, and his two local accomplices had chosen the place on account of its isolation and to avoid transportation costs on large consignments of raw opium which would otherwise have had to be dispatched to Teheran for conversion. Smugglers were well organized and equipped, and the problem would obviously be solved only by international co-operation in maintaining a close control at the frontiers and in building up forces at strategic points. A frontier control conference between narcotics enforcement representatives of the Governments of Pakistan and Iran had been held at Teheran in July, and the Governments of Turkey, Pakistan, the United Kingdom, the United States and Iran had participated in a Central Treaty Organization conference on narcotics control at Ankara in October.

116. The representative of France expressed the opinion that the statement by the representative of Iran was of particular interest, and he commented on that country's achievement in suppressing nine clandestine heroin factories during the past year. The existence of those factories was another illustration of the fact that traffickers were engaging in illicit manufacture closer to the producing areas, which in consequence were tending to become target areas for the distribution of white drugs.

117. The representative of the League of Arab States made a statement concerning the Near and Middle Eastern region based on reports submitted to him as Director of the League's Permanent Anti-Narcotics Bureau and on his observations from work in the field. There was no legal cultivation of the poppy or production of opium in any of the countries with which he was concerned, and illicit cultivation in Syria and the United Arab Republic was negligible. Smuggling into Syria continued on a large scale, primarily of drugs for transshipment by various routes to Jordan, Lebanon and

Israel, and eventually to the United Arab Republic. It was presumed that most of the opium came from Turkey, and there was no doubt that stricter control at the Turkish-Syrian frontier would help to improve the situation. Syria had reported the seizure of 578 kg of opium in 1962. Lebanon had seized 5 kg 617 g in transit. Seizures in Iraq had amounted to 599 kg. The traffic through Jordan and Iraq seemed to have consisted of opium from foreign countries. The illicit production of white drugs in Syria and Lebanon was a very serious problem. Morphine base manufactured in Syria was smuggled into Lebanon and converted into heroin both for export and for local markets. During 1962, seizures in Lebanon had amounted to 1 kg 462 g of heroin and 4 kg 140 g of morphine base. In January 1963, the Lebanese authorities had seized 4 kg 305 g of morphine base from Syria. He thought it important for the Commission to note that vigorous steps needed to be taken in the region to prevent a situation that was already serious from becoming worse as the years went by.

118. The representative of the United Arab Republic drew the Commission's attention to the difficulties his country faced so far as opium was concerned. Despite all possible measures of legislation and enforcement, the United Arab Republic was the primary target for the opium traffic in the Near and Middle East. Although seizures in 1962 had amounted to only 976 kg, which was 50 per cent less than in 1961, that could not be regarded as indicating an improvement in the situation, since the number of prosecutions for opium offences had risen from about 2,000 in 1961 to 2,800 in 1962. Nor was the United Arab Republic a producer of opium. Successive improvements in legislation, beginning with the prohibition of cultivation in 1926, had presented increasingly severe penalties for all kinds of offences involving opium. Law 182 of 1960 provided for life sentences with hard labour. There had been 1,535 convictions; sentences of imprisonment had amounted to a total of 3,803 years and 6 months, and there had been fines of 500 to 5,000 Egyptian pounds. It was significant that only 365 poppy plants had been confiscated in 1962, and that those plants had not reached maturity. During the last ten years the total area on which illicit cultivation had been detected was about 2 hectares. The regrettable fact was that the opium supplying the United Arab Republic came from Turkey, but it was also a fact that more effective regional arrangements in the Near and Middle East might give grounds to hope for improved frontier control and for some improvement in the situation as a whole. Meanwhile, the opium in the illicit traffic could be said to be of Turkish origin on the basis of evidence from four sources: the results of analyses by the United Nations Narcotics Laboratory of thirty-eight samples of opium seized in the United Arab Republic in 1960 and 1961; statements by the Middle East Survey Mission in the report on its work in 1959; reports made to the Permanent Anti-Narcotics Bureau of the LAS, particularly regarding traffic over the Syrian frontier with Turkey; and reports by the Turkish Government on seizures from the traffic within the country itself.

119. The Commission heard a statement by the representative of Turkey giving his country's views on the

situation and describing his government's efforts in the field of narcotics control. Everything possible was being done, from the point of view both of internal administration and of international co-operation. Law 7368 placed opium cultivation under a system of control conforming to the 1953 Protocol, and that treaty was now about to be ratified by Parliament. Law 2313 prohibited cultivation of cannabis and the extraction of its resin. Turkey was already a party to all the other international treaties now in force. Enforcement measures were strictly applied, and had resulted, for example, in seizures of opium amounting to 6 tons in 1962. Sixty-three kg of morphine base had also been seized, as well as 330 kg of hashish and 53 tons of cannabis plants. Prosecutions had numbered 897, involving 862 offenders, and convictions were accompanied by severe sentences of imprisonment and fines. The terms of imprisonment imposed had amounted to a total of 1,463 years and the fines to about 28 million Turkish pounds, or 3 million US dollars. He particularly wished to inform the Commission that the Government had decreed a reduction in the area to be used for cultivation of opium; about 5,000 hectares had been withdrawn from cultivation, and from the autumn of 1963 cultivation would no longer be authorized in any area east of Ankara. The possibility of further restrictions was being studied, and a project for co-ordinating the activities of all government agencies dealing with narcotics matters was being developed. Furthermore, the Government was looking forward to receiving the visit of the United Nations Technical Assistance mission on narcotics control later in 1963. In view of the work done in his country and, at the same time, in view of the reports made each year to the Commission by other countries in the region concerning urgent problems of control and the heavy traffic which continued in the Near and Middle East, he was convinced of the need for co-ordinating and applying the most stringent remedies on an international basis. The first necessary step was that countries in the Near and Middle East should exchange the most detailed information on all cases of trafficking as rapidly as possible, so that effective action could be taken. Furthermore, it was absolutely necessary for countries to have agreements with each other concerning the control of frontiers and that those agreements should be properly observed. It should be said in that connexion that the frontier agreement between Turkey and Iran would become increasingly effective as an instrument of control only if it was enforced by the Iranian authorities. In all those matters, it should be emphasized that the problem was not a lack of good will; it was rather a matter of securing the most effective use of the means of collaboration amongst governments at all levels. He cited examples of his government's receiving very inadequate information — and that more than a year late — concerning illicit traffic on the common frontier. As to the allegations in the statement by the LAS representative, they were a repetition of things that had been said by the representative of the United Arab Republic. To the charge that the opium in the illicit traffic was all of Turkish origin, he replied that quantities greater than the total Turkish production would be necessary to supply the 160,000 opium addicts in the United Arab Republic.

That such supplies could cross the well-guarded Turkish frontiers was inconceivable; rather, it was necessary to look for sources within the United Arab Republic itself; As to the results of analyses made by the United Nations laboratory, he pointed out that the only authenticated samples of opium which had come to the laboratory from the Near and Middle East were those sent by Turkey. Results of analyses depended on comparison, and it was entirely possible that opium illicitly cultivated in other areas of the region would have the same characteristics as the Turkish opium had. As for the declarations made by the Middle East Survey Mission, they had been taken up in due course; and it was unnecessary to lose time discussing the reports of the LAS. Turning again to the problem of exchange of information, he referred to the resolution adopted by the Commission at its tenth session which, among other matters, called on governments to make detailed reports on cases as fully and quickly as possible. It was to be regretted that more countries in the region did not avail themselves of the services of ICPO, which to his country were of great value. He wished particularly to express his Government's appreciation of the close co-operation it had received from the enforcement services of the United States of America.

120. The observer for Lebanon expressed his government's regret that internal administrative difficulties had prevented its being represented by an observer at the last three sessions of the Commission. The Lebanese Government had been glad to accept the invitations of the Commission and the Council to be represented at the present session, and it had been glad to be represented at meetings of the Social Committee of the Council at its recent thirty-fourth session. He reviewed his country's position on problems of narcotics control, emphasizing the firm determination of its efforts to suppress the production and use of drugs and the illicit traffic. Not only was Lebanon a party to the principal international treaties, but it strove to fulfil its obligations with the utmost good faith. For example, all the required general and seizure reports were made regularly to the United Nations and to ICPO. Lebanon was one of several countries in the Near and Middle East to have set up a direct radio link with ICPO, as part of that organization's network. This facility had been put into service in 1961 and was at the disposal of other Arab countries, ensuring quick communication with ICPO by the region. Lebanon also maintained close association with the Permanent Anti-Narcotics Bureau of LAS. Measures within the country had been intensified in recent years. The regular internal security and customs services had been supplemented by special anti-narcotics enforcement units in both the police and the customs. Furthermore, the legislation relating to narcotics offences had been strengthened, and more severe penalties, which were rigorously applied, had been provided. As an example of work by the enforcement agencies, he reported that six clandestine laboratories for the manufacture of heroin had been discovered and destroyed during the last four years.

121. The representative of the United States of America expressed his government's appreciation of the full co-operation extended by the Governments of Lebanon, Syria and Turkey to enforcement agencies of the United

States. He commended the action taken by Turkey in reducing by 5,000 hectares the area authorized for opium cultivation. The destruction of clandestine laboratories in Lebanon was also to be commended.

122. The ICPO representative expressed his organization's thanks for the remarks of the Turkish representative concerning the value of ICPO's services. The constant fruitful exchange of information carried out through the ICPO office in Turkey was an example of the important work which could be accomplished, as was the operation of the radio station set up by the Government of Lebanon to serve the needs of ICPO.

123. The observer for Israel suggested that more attention should be given to the practical aspects of combatting the illicit traffic. It seemed to him that enforcement measures were by far the most important means of coming to grips with the problem, which was basically one of organized crime on a large scale. Legislation was of no value unless it was applied, and campaigns against addiction were not in themselves effective weapons against crime. The facts and figures available from year to year showed only too well that the traffic was increasing, and that the criminal operators were consistently ahead of the enforcement agencies. The only possible conclusion to be drawn was that repressive measures by police and associated law enforcement authorities should be intensified in all the countries concerned and that furthermore their work should be carried out within a framework of close international co-operation, using to the fullest advantage the services of the United Nations and ICPO, as well as every possible means of bilateral and intra-regional co-ordination. Israel could not be regarded as having any responsibility for the problems of illicit traffic which existed in the region; it was part of an area through which the traffic was conducted and the police acted with the utmost vigilance in taking all possible measures to suppress that traffic. Contrary to what had been suggested by the representatives of the United Arab Republic and LAS, it was the continuing refusal of Israel's neighbours to co-operate with Israel which caused opportunities for improved control and suppressive action to be missed. His government, which operated through the Israel police force, its law enforcement agency, had never failed to respond to any request for assistance made to it directly or through ICPO, and if co-operation existed in the region instead of being refused, smuggling operations could be stamped out.

124. The Commission took note of the very large seizure of raw opium reported by the Government of Cyprus. 1,500 kg had been seized from a Turkish vessel which put into Famagusta, possibly with the intention of transferring the contraband to Lebanese vessels in the harbour. The opium was presumed to be of Turkish origin. The master of the ship, a Turkish national, had been sentenced to imprisonment for two years and fined the equivalent of US \$28,000.

C. COCAINE

125. The Commission noted that the total quantities of cocaine reported seized in 1962 were larger than in

1961 and that both years showed a considerable increase over 1960. Furthermore, nearly half the world total of about 25 kg, for 1962, had been seized in the United States of America (10 kg 636 g). Mexico (4 kg 050 g) and Switzerland had also reported large seizures of cocaine, and close to 10 tons of coca leaf had been seized by Argentina and Chile alone, the origin of the leaf being reported to be Bolivia. Reports from Bolivia and Peru had not been received. The representative of Peru informed the Commission, however, that every effort would be made by his government to send full reports in future. The Commission again repeated its regret and dissatisfaction that so few reports on illicit traffic in cocaine and coca leaf were available from Latin American countries.

126. The representative of the United States of America drew the Commission's attention to the fact that the Consultative Group on Coca Leaf Problems, which met at Lima from 26 November to 7 December 1962, had repeated statements made at the 1960 and 1961 Inter-American regional meetings at Rio de Janeiro to the effect that the illicit traffic in cocaine was caused by the over-production of coca leaves in Bolivia and Peru. At the above-mentioned 1962 meeting, the representative of Bolivia had mentioned 12,000 tons as the estimated annual production of coca leaf in his country. One-half of that production he had stated, went into the illicit traffic. Bolivia's report on the traffic for 1960-61 (E/CN.7/R.12/Add.82) cited seizures of about 140 kg of "substances said to contain cocaine" and stated that "clandestine factories were set up for the manufacture of cocaine, the coca leaf produced in the country being used as raw material..." The representative of the United States of America said that, assuming the proportion of cocaine extracted to be some 75 per cent of the total alkaloid content, which represented 0.5-1.5 per cent of the leaf by weight, the quantity of cocaine which could, at a conservative estimate, be produced from the 6,000 tons in question would amount to the enormous total of some 45 tons (45,000 kg), as compared with the 1 1/3 tons (1,300 kg) which represented the average annual requirements for medical purposes throughout the world.

127. The representative of the United States of America stated that the increase in the cocaine traffic indicated the existence of an alarming situation which the facts showed to be primarily associated with Cuban criminal elements. There had been no less than 63 separate seizures of cocaine in the United States in 1962, and 112 offenders had been arrested. Considerable quantities of cocaine had been smuggled into the United States direct from Cuba, from Cuba through other Caribbean countries, and through Cuban gangsters operating from Latin American countries. Those smuggling organizations were closely associated with criminal groups within the United States, principally Cuban criminal elements, who virtually controlled the illicit traffic in cocaine throughout the country. Cuba had been the source of supply for two of the largest seizures made in the United States. Arturo Rodriguez and four other Cubans had been arrested on 14 March 1962, at Miami, Florida, and two ounces of cocaine had been seized. The under-

cover narcotics agent had discovered that the cocaine had been smuggled into the Miami area directly from Cuba. On 28 June 1962, at New York City, two Cubans had been arrested for the sale and possession of 403 grammes of cocaine. Two revolvers, together with adulterating and packaging paraphernalia, had been seized. The cocaine, of Cuban origin, had been brought into the United States at Miami. Miami and New York City were being used by the highly organized Cuban traffickers not only as centres for the distribution of cocaine to local underworld markets, but also as bases of operation for interstate traffic to consumer markets in the midwest and on the Pacific coast.

128. The representative of the United States of America affirmed that the evidence was incontrovertible, and that it was difficult to see how the Cuban Government could state in chapter XI of its annual report (E/CN.7/R.13/Add.43), that the illicit traffic had been eradicated and that there had been no seizures in 1962. He further stated that a press report published at Lima in September 1962 had given an account of the discovery in Peru of a clandestine factory, using modern laboratory equipment and operated by persons with a knowledge of chemistry. As a result of that discovery, a ten-man ring of traffickers, with Cuban affiliations, had been broken up.

129. The observer for Cuba expressed regret that his government had been unable to be represented by an observer at the meetings of the Committee on Illicit Traffic on 23-25 April. The statements regarding an illicit traffic in Cuba were unfounded; he objected to procedures which did not conform to resolution VI of the tenth session of the Commission and to the use of statements by offenders living in the United States as a basis of information on the illicit traffic. He wished to confirm the statements contained in chapter XI of his government's annual report.

130. The representative of Hungary said it was preferable for questions to be discussed in the presence of representatives of the countries involved. He wished to refer again to the point he had made concerning the attribution of nationality status to offenders in cases where possession of the nationality in question might not be clearly established. He considered that evidence of residence was in any case of more importance.

131. The representative of Poland referred to reports by the representative of the United States of America concerning the cocaine traffic and the alleged involvement of Cuban nationals. While he wished it to be understood that he sympathized with the United States in its efforts to overcome the illicit traffic, he objected strongly to the emphasis placed on the part allegedly played by Cubans, and expressed the view that the part played by nationals of many other countries should be equally stressed, for otherwise the declarations by the United States representative might be regarded as expressing a special prejudice against Cuban nationals. He also wished to associate himself with the statements by the observer for Cuba.

132. The representative of the Union of Soviet Socialist Republics wished to be associated with the remarks of

the representatives of Hungary and Poland regarding unjustified allegations of an illicit traffic involving Cuba.

133. In reply to the statements by the representatives of Hungary, Poland and the Union of Soviet Socialist Republics, the representative of the United States of America affirmed that his references to Cuba in connexion with some of the cases and seizures which he had cited were intended to bring to the attention of the Commission facts concerning the traffic as it affected the United States of America.

134. In connexion with the cocaine traffic in Europe, the Commission gave its attention to an important international case involving the notorious trafficker Samil Khoury, whose activities, affecting at least four countries, dated back to before 1955, when the arrest of Khoury had been reported at the Commission's tenth session by the Lebanese observer. The 1962 case, in which the Federal Republic of Germany and Switzerland, assisted by ICPO, had played active parts, had resulted in the seizure in Switzerland of 2 kg 437 g of a substance suspected to be cocaine, and in Khoury's being arrested in the Federal Republic of Germany. Actually, there had been only 117 g of cocaine, the rest being amphetamine. Altogether, fourteen persons had been involved in the case in Switzerland. The observer for Lebanon explained that, upon his return to Lebanon, after having been allowed to leave Germany, Khoury had again been apprehended by the police and brought before the prosecutor; but since the charges were the same as those on which he had been tried and convicted in Germany, it had been found that there were no grounds for prosecution in Lebanon. The representative of France said that the case was an example of the difficulties encountered in attempts to gather information on the many and diverse aspects of certain trafficking operations and the way they were dealt with. The representative of the Federal Republic of Germany informed the Commission that, according to a telegram he had received from the Federal Republic's Bureau of Police, Khoury had been sent back to his own country after being convicted in Germany.

135. Again with reference to the American continent, the Commission noted that co-operation between national enforcement authorities was playing an important part in bringing about seizures and arrests. The seizure of over 4 kg of cocaine at the airport in Mexico City was a case in point, since arrests of associates had also been made in Chile and Peru, and evidence had been discovered of the offenders' connexions with a clandestine factory in Bolivia. The representative of the United States of America said he wished particularly to express his country's appreciation of the work being done by Argentina, Brazil, Canada, Chile, Mexico and Peru in their joint efforts to suppress the traffic.

D. CANNABIS

136. The Commission thought it important to state with renewed emphasis its opinion that problems of cannabis were of international concern despite the fact that the bulk of the traffic as such was carried on within

the borders of most of the countries affected, supplying only domestic illicit consumption. That was the case in Africa and, for the most part, in Latin America; there was, however, evidence that international traffic was increasing, along with abuse of the drug. That was a warning both to control authorities and to those dealing more particularly with addiction. It might be true that trafficking in cannabis was not carried on by highly developed criminal organizations, as was the case with opium and the opiates and cocaine; on the other hand, supplies were more easily available in practically all parts of the world from either widespread wild growth or clandestine cultivation, and the Commission considered that the illicit traffic in cannabis represented a serious threat.

137. The representative of India stated that in his country, where cannabis had been in traditional use in the past, measures of prohibition and gradual repression had been put into force since the All-India Narcotics Conferences of 1956 and 1959. Certain preparations were still necessarily permitted in Ayurvedic and Unani therapy, but cannabis resin (charas) was totally prohibited throughout the country, even for medical use. Non-medical consumption of the flowering tops (ganja) had also been largely eliminated. The use of the leaves (bhang), even though they were the least harmful part of the plant, was being increasingly restricted in the states and territories which had not yet enforced total prohibition. Traffic in India was domestic, only one case each of illegal import and export having been detected in 1962. In view, however, of the production of ganja in the Tarai area of Nepal, that Government's co-operation had been requested in order to control illegal entry of ganja into India, and an Act for that purpose, had been promulgated in Nepal in July 1962.

138. Turning to the Near and Middle East and Africa, the Commission observed that cannabis was not a serious problem in Iran, where 34 kg had been seized in 1962. In Turkey, however, the control authorities had succeeded in destroying some 53 tons of cannabis plant and in seizing 330 kg of hashish. In other countries of the Near and Middle East, and in Africa along the Mediterranean littoral, the use of cannabis was or had been endemic and energetic efforts were required to suppress the traffic, although it appeared to be on a relatively small scale in some areas. For example, Cyprus had reported 38 seizures of cannabis (7 kg) in 1962; Israel, seizures amounting to 209 kg; Jordan, 5 kg; Tunisia, 17 kg. For the period up to July 1962, France had reported 230 kg seized in Algeria.

139. A significant increase in the quantities of cannabis seized in Morocco in 1962 had been reported, the amount of "kif" (48,602 kg) being nearly double the figure for 1961. In addition, some 400,000 cannabis plants had been destroyed. Apart from the quantities involved, the situation had undergone no particular change. Clandestine cultivation in the north, and traffic in Ouezzan, Fez, and Rabat, still existed despite continued measures of repression by the Government. Small-scale international traffic by letter or post to France and the United States

of America had been reported to ICPO. The representative of Morocco cited the very large quantities of kif confiscated in important seizures as an example of the effective programme of suppression developed in her country; the total quantity seized had also been very large by comparison with the figure for the previous year. The cannabis problem was primarily a domestic question, and trafficking would be reduced by increased surveillance throughout the country. One of the measures taken was the granting of rewards, by Ministerial order, to members of the police and security forces who discovered and suppressed the cultivation of and trafficking in kif.

140. Very heavy seizures had been reported in other regions of Africa: Kenya, over 2 tons; Nigeria, over 7 tons; Sudan, 3½ tons; Swaziland, nearly 5 tons. The Commission noted with interest the information communicated by the Republic of South Africa in reply to the request made by the Commission at its seventeenth session, explaining that seizures in 1961 (56,647 kg) and in 1962 (100,689 kg or 100 tons) had fallen off in comparison with earlier years owing to severe drought conditions and because of intensified enforcement measures.

141. The representative of the United Arab Republic, reviewed in detail the situation regarding cannabis and the measures taken by his government to deal with it, dating from the year 1879, when the first law prohibiting the cultivation and use of cannabis had been promulgated. In 1960, Law 182 had brought into effect the most rigorous sanctions against trafficking and consumption; and 3,760 persons had been convicted of offences concerning hashish, or hashish and opium, in 1962; the aggregate sentences in those cases had been 7,841 years of imprisonment, or an average of more than two year terms in each case. The most energetic enforcement measures by all the different services concerned had not however, succeeded in preventing the illicit markets of the United Arab Republic from being provided with abundant supplies of hashish. Those supplies were the outcome of large-scale smuggling, since cultivation within the country was practically non-existent. During the last ten years, a total of only about 18,000 plants had been seized, representing a cultivated area of less than two hectares dispensed among authorized crops. Nevertheless, the total quantity of hashish seized in 1962 had been over 4,937 kg, as compared with 6,920 kg in the preceding year. In his opinion, which was based on investigations and on trials of offenders in his country and in other countries of the LAS, and on statements by the Middle East Survey Mission of 1959, there could be no doubt that Lebanon was the primary source of cannabis in the Middle East. Following a Lebanese press campaign urging substitution of tobacco cultivation for cannabis, the United Arab Republic had sent two experts to study the results of such a development with the authorities. The United Arab Republic was straining every resource to deal with the scourge of narcotics, and it was of incalculable importance that other countries concerned should carry out their obligations to apply the resolutions and recommendations made by interna-

tional and regional organizations, by the Middle East Survey Mission of 1959 and by the first and third Arab conferences, of which the primary objectives were the following: prohibition of the cultivation of cannabis and effective measures to suppress such cultivation in Lebanon; increased penalties for trafficking operations; close and sincere intergovernmental co-operation.

142. The observer for Lebanon affirmed that cultivation of cannabis was not now and had never been legally permitted in his country. Clandestine cultivation did take place however, and hashish was produced in the remote mountainous areas of the country, where control was extremely difficult and whence illicit export could be carried out more easily because of proximity to the frontiers. Despite the problems of access to those areas, and the resistance, often armed, of the inhabitants, the Lebanese Government had for a long time been making every effort to stamp out the cultivation of cannabis. Enforcement measures had been strengthened by preventive action. Work had been undertaken on a network of roads which would not only improve communications but also facilitate police action. The Government had made systematic studies of the possibilities of crop substitution, with a view to finding other crops which might provide a living for the people concerned. Furthermore, a police cordon round suspected areas had made trafficking operations considerably more difficult. As a result of the combined efforts made in Lebanon, there was reason to believe that progress had been achieved in the campaign against narcotics offences, and to hope for continued improvement in the future. Nineteen seizures of narcotic drugs had been effected in 1962, penalties of 3 to 10 years' hard labour being imposed, as well as fines. Over 1,462 kg of hashish had been seized.

143. In the American hemisphere, Brazil, Jamaica, Mexico and the United States of America are the countries with the most serious cannabis problems. Altogether seizures amounting to about 22 tons of cannabis and the destruction of plants on an area of over 40 hectares were reported for 1962. The representative of the United States of America spoke of his country's appreciation of the work being done in Mexico to stamp out the production and traffic in marihuana. Reports by Brazil referred to widespread domestic traffic but stated that there was no evidence of illicit export. The Commission expressed regret that the State of Alagoas in Brazil had suspended its anti-cultivation campaign, which had accounted for seizures of over 45 tons in 1961. The representative of Brazil informed the Commission that the Government of the State of Alagoas would very soon take up again its campaign against cultivation of cannabis, with a view to achieving the same good results as in 1961. In Jamaica, illicit cultivation was reported to supply not only the local market but traffic on a fairly large scale to the United States of America, the United Kingdom, Europe and Latin America. The representative of Mexico referred to the annual report of his Government and described various marihuana seizures in detail to illustrate the measures being taken to deal with illicit cultivation and trafficking. In 1962, the quantity of cannabis seized had been 16,144 kg,

as compared with 4,474 kg in 1961; and marihuana plantations covering 27 hectares had been destroyed.

E. OTHER NATURAL DRUGS AND THEIR PREPARATIONS

144. The Commission observed that seizures of various other natural drugs and their preparations had been reported in recent years by countries in all parts of the world, although for 1962 no seizures had as yet been reported from Africa or the Near and Middle East. While it was noted that no evidence of organized trafficking in such drugs existed, representatives agreed that vigilance was called for, since any slackening in the control of licit stocks or in the handling of medical prescriptions could make supplies available for increasing numbers of therapeutic and quasi-therapeutic addicts. Such quantities of these drugs as were seized (cases occurring in Europe for the most part), had entered the illicit market as a result of thefts or through diversions from licit channels, and it was incumbent on governments to ensure scrupulous surveillance by the responsible administrations in their respective countries. The observer for Italy drew the Commission's attention to the problem of correct assessment arising from the fact that the information about drugs of this category given in reports by governments was not detailed enough. Representatives agreed that the vague use of descriptive terms and imprecise statements of quantities seized were a handicap; and they recalled that the Commission had repeatedly requested that attention be given to these points by authorities reporting on cases in which the drugs in question are involved.

F. SYNTHETIC DRUGS

145. The reports on seizures of synthetic drugs in 1962 appeared to indicate that there was no organized traffic, international or domestic, in these narcotics; and representatives expressed the view that problems concerning synthetics continued to be unimportant in the context of the illicit traffic as a whole. This did not mean, however, that careful watch on the situation should not be maintained. Seizures of synthetics had been made in most parts of the world during recent years, and the representative of Turkey pointed out that twelve countries had reported seizures in 1962, though the amounts had been small and isolated. Even though abuse was infrequent and took the form of minor offences of diversion from licit channels, there should be no disposition to minimize the potential dangers of this class of narcotic drug. Representatives emphasized that while there was so far no reason to be alarmed at the situation, negligence in control could not on any account be excused. On the one hand, stringent controls over manufacture and distribution might account in large measure for the present fairly satisfactory state of affairs so far as synthetics were concerned; and on the other hand, increasingly effective repressive measures against the illicit traffic in natural drugs might act as an impetus to trafficking in synthetics. The Commission was of the opinion that there should be no relaxation of surveillance; so that if a more serious situation arose it could be detected at the earliest moment.

G. ACETIC ANHYDRIDE AND ACETYL CHLORIDE

146. The Commission noted reports by France, Iran and Thailand to the effect that the controls recently instituted on the importation, sale and use of acetic anhydride and acetyl chloride were an important deterrent to the clandestine manufacture of heroin. After recalling that, further to studies which had been made at its ninth, tenth and eleventh sessions, the Commission had given attention to questions concerning these chemical substances at its last session,⁴⁶ the representative of France said he wished once again to express appreciation of the initiative taken by the United States of America in this matter when, as long ago as 1934, information had been brought by the United States representative before the League of Nations Advisory Committee on Traffic in Opium and Other Dangerous Drugs. In France, studies of the acetic anhydride market had been made over the past several years, and traffickers had been found to have recognized the need for subterfuge in acquiring the chemical. Now, thanks to the close co-operation of industrial firms, it was possible to say that in France suspect persons could not acquire those chemicals from licit suppliers without reports and inquiries being made concerning the transactions. There now seemed to be no doubt as to the useful contribution

⁴⁶ Report, seventeenth session, paras. 121-125.

to enforcement which could be made by surveillance over sales and distribution of anhydride and chloride by manufacturers of, and others dealing in those products. The widespread, common use of those substances in many branches of industry obviously made the establishment of any system of export controls difficult or impracticable in countries producing chemicals on a large scale: but the demonstrable effectiveness of co-operation between government and industry could be greatly increased in one country if other countries adopted similar practices themselves. Any extension of such co-operation by neighbouring countries would thus represent a valuable contribution to the international control of narcotics.

147. The representative of the United Kingdom said he had informed the Commission at its last session, that control of imports of acetic anhydride had been imposed in Hong Kong in 1959. It was of interest that no import permit for the chemical had since been issued, although transshipment of consignments for China (Province of Taiwan), Japan and the Republic of Korea did take place, through the free port of Hong Kong. Acetic acid, a chemical of no use to clandestine narcotics factories, was imported in considerable quantities by industries in the colony, and three cases had been detected of the illegal import of acetic anhydride under manifests falsely declaring the commodity to be acetic acid.

CHAPTER IV

ABUSE OF DRUGS (DRUG ADDICTION)⁴⁷

148. Although all items of the agenda touch upon the problem of drug addiction, the Commission, under the present item, usually deals with such matters as the extent, nature and causes of addiction, methods of prevention, and the treatment and rehabilitation of addicts. Reference was made to the difficulty of preparing an accurate picture of the extent of drug addiction in the world as a whole. The information available to the secretariat compiled in document E/CN.4/439 was drawn from reports by countries, and there were great differences between one country and another in the completeness and accuracy of the information provided. However, as in previous years, it had been possible to prepare a rough classification of countries according to the extent of their addiction problems. The document gave a brief indication of the situation in 162 countries and territories. At the end of the document, a table divided the countries into three groups: twenty-seven countries and territories were classified as having one addict per 1,000 or less of the population — the highest incidence; thirty-two had one addict per 1,000 to 5,000 of the population; and 103 had less than one addict per 5,000 population. It was explained that this classification was tentative, based on such information as was available — including seizure reports and number of prosecutions — and governments were asked to make known any corrections

that should be made. As in previous years, the information showed extensive misuse of such manufactured drugs as morphine and diacetylmorphine (heroin) and some, though still little, addiction to synthetic drugs; large-scale misuse of opium in the Far East and in some Middle Eastern countries; misuse of cannabis in almost every part of the world; and a serious coca leaf chewing problem in some South American countries.

149. At its previous session, the Commission had adopted a resolution⁴⁸ requesting governments to encourage research on the problem of drug addiction and illicit drug consumption, with special emphasis on its socio-economic and medical aspects and to furnish the Secretary-General with reports on the results and findings. The resolution requested the Secretary-General to present a report on this subject, if possible, to the nineteenth (1964) session of the Commission. Meanwhile, the information so far received from governments under this resolution had been reproduced in the report of the Division of Narcotic Drugs.⁴⁹ It was also mentioned that the last five issues of the *Bulletin on Narcotics* contained twelve articles on drug addiction, seven of which dealt with treatment and rehabilitation in various countries.

⁴⁸ Report, seventeenth session, para. 137.

⁴⁹ E/CN.7/434/Add.1, annex, paras. 38 to 47.

⁴⁷ Agenda item 5; (E/CN.7/SR.505, 508, 509, 510, 515 and 523).

150. Increased emphasis was placed by representatives on the sociological aspects of drug addiction. The WHO representative referred to the epidemiological concept of addiction—i.e., the agent-host-environment relationship—and pointed out that whereas the study of the drugs of addiction and of the addicts themselves had been pursued fairly extensively by the Commission and WHO, the third factor in the epidemiological concept of addiction—the role of environment in drug addiction—had received much less attention. The causes of drug addiction often lay in social conditions, and there was an urgent need for more research into the social aspect of the problem throughout the world. Besides leading to drug addiction, social conditions also influenced the results of treatment, and the Commission was informed that the Public Health Service Hospital at Lexington, Kentucky, U. S. A., had recently set up a special department to study the sociological questions relating to drug addiction. The opinion was also expressed that, while the economic and social aspects of drug addiction and its prevention deserved more attention, there should be no relaxation of repressive measures, which had achieved in the past a substantial measure of success.

151. The representative of WHO said that measures to restrict, and especially to prohibit, the use of drugs should be taken in recognition of the fact, attested by experience, that addicts tended to turn to other drugs if the drug of their choice was not available. The need for dealing with that situation by a sufficiently early tightening of control over the drug that was likely to be used as a replacement had been felt, for instance, in places where the prohibition of opium had been followed by a marked increase in addiction to heroin.

152. At its fifteenth session (1960) the Commission had expressed the wish that WHO should consider the possibility of preparing a code of methods by which the addiction-producing properties of drugs are established.⁵⁰ Though the codification of such methods was precluded by the nature of the subject, a review entitled "Tests for addiction (chronic intoxication) of morphine type" had been prepared by WHO.⁵¹

153. As to addiction among doctors—as high as ten per cent of the total number of addicts in some countries—the prognosis for treatment was not necessarily unfavourable.

154. The Commission also considered the question of the dangers of advertisement for both new and existing drugs. There had been a large amount of advertising, not only of the so-called minor drugs (barbiturates, analgesics, amphetamines), but also of particular narcotic drugs, and the Commission's attention was drawn to a communication from the PCOB and DSB⁵² pointing out that in the course of their study of the statistics and estimates furnished by governments under the international treaties they had noted that selling campaigns for narcotic drugs seemed to have increased consumption of the drugs in question and caused the over-all consumption

of analgesic narcotic drugs to rise above the level of real requirements. This matter was discussed by the Commission during its consideration of the reports of the PCOB and DSB (see paras. 64-67 above).

155. The representative of Brazil said that only cocaine and cannabis presented serious problems of drug addiction in her country. Opium was no longer smoked and the coca leaf was not chewed. Even cases of addiction to morphine were gradually disappearing from the hospitals. As far as cannabis was concerned, there was no evidence of export to any other country of the Americas. The plant was grown mainly in the north of the country, and the two main consumption centres were Rio de Janeiro and São Paulo. It was difficult to provide figures for the price at which it was sold, since prices varied greatly. In the case of cocaine, Brazil was witnessing a return to the situation which had existed five years earlier. She hoped the Commission would assist in co-ordinating a regional campaign against that alarming situation.

156. The representative of Canada said that in his country addiction to diacetylmorphine was the main problem, although he did not wish to minimize the importance of addiction to other drugs. There were 3,500 addicts in Canada, of whom 3,000 might be called criminal addicts, in other words, persons who had no therapeutic need or justification for taking drugs. The term "criminal addict" was hardly a misnomer, for most of the addicts had had criminal records before taking to drugs. Those who tended to consider drug addicts as poor, misguided people were over-simplifying the threat they represented to the community; it was a mistake to suppose that, but for their addiction to drugs, addicts would be useful members of society. In most cases, addicts had quite deliberately taken to drugs, and the tragedy was that they had no real desire to be cured. It was impossible to cure an addict unless he had an incentive to abstain, and in most cases that incentive was not sufficiently strong. There was no medical treatment for addiction. In Canada very few of the addicts wanted to abstain; those in penitentiaries, who were deprived of drugs, thought and talked of nothing else but of when they would be able to start taking drugs again. Many proposals had been made for eliminating addiction, and many experts wrote on the subject in scientific journals. But few of the experts had ever had dealings with addicts themselves. The importance of co-operation between the experts and the persons actually dealing with addiction could not be over-emphasized. Experts had suggested that if addicts were lawfully supplied with drugs, the illicit traffic could be stopped; but the problem was not so simple. The Canadian Government took action under its enforcement policy. Many pedlars in drugs had been found, but it was difficult to catch the major offenders. Addiction in itself was not a crime, but the possession of drugs was, and addicts could be found in possession of drugs at any time. However, to arrest all addicts would not solve the problem of addiction, for no effective treatment had yet been discovered. The best treatment was the withdrawal of the drugs, placing of so-called cured addicts in suitable employment, appropriate leisure-time occupation and the avoidance of contact with persons who might influence them to

⁵⁰ Resolution 770 D (XXX) of the Economic and Social Council.

⁵¹ Bull. Wld. Hlth. Org. 1963. 28, 139-173.

⁵² E/CH.7/452.

resume the habit. The greatest efforts, however, were directed to preventing young persons from becoming addicts. There was no doubt that normal persons did not take to drugs; it was abnormal people who did so. Research into the causes of addiction should continue. The representative of the United States of America said that the findings in his country on the subject of drug addiction were similar to those in Canada.

157. The representative of China said that addiction had always been a problem in China; under Chinese law it was regarded as a crime. Any person who used narcotic drugs was liable to imprisonment for terms of from three to seven years, commencing with a period of treatment. A recidivist was liable to a penalty two-thirds greater than that originally applicable to him. Each discharged addict was examined five times at intervals of not more than a year before being finally released from police supervision. In 1962, 407 addicts and 50 trafficker-addicts had been convicted in the Province of Taiwan; 63 per cent of them had been taking drugs by injection, 28 per cent by smoking and 6 per cent orally. The examination of addicts was carried out by medical inspection and by chemical tests of the urine.

158. The observer for Cuba informed the Commission that the great economic and social reforms which had taken place since the revolution in Cuba had removed the causes of addiction, and that illicit cultivation of cannabis and the illicit traffic in drugs had ceased.

159. The representative of France said that in France there was little abuse of narcotic drugs and drug addiction was not a social problem. The origin of such addiction as existed was mainly therapeutic. The use of narcotic drugs was strictly regulated. Heroin consumption was very small, and might possibly dwindle away altogether in consequence of the regulations that could result from views expressed recently by the National Academy of Medicine. The conclusions of the National Academy of Medicine will be the subject of a forthcoming article in the *Bulletin on Narcotics*.

160. The Commission was informed that in Hong Kong the main drug of addiction was heroin, although addiction to opium was still common. It was difficult to obtain an accurate picture of the size of the addict population, but the proportion appeared to be relatively low among the younger generation. There was little addiction of therapeutic origin, and the majority of addicts obtained their supplies from the illicit traffic. Addiction was not a crime in Hong Kong, but it was noteworthy that just over 50 per cent of all persons admitted to prison had been convicted of drug offences, and that some 75 per cent were addicts, mainly to heroin. A shift from opium to heroin had been observed, due to a tightened control of opium and the preference for heroin as a narcotic. Many addicts believed that heroin was a cure for tuberculosis and other chronic diseases, an aphrodisiac or a source of energy; the latter belief was particularly wide-spread among the labouring classes. A publicity campaign was being waged to dispel such misbelief. An institution which had been opened in 1958 for the treatment of addicts showed encouraging results; 8,000 addicts had passed

through it, and 2,003 had been admitted in 1962. Of those treated, 68 per cent had not been convicted again on any charge. The Government realized that the problem could not be solved merely by curing the craving for narcotics; the ex-addict had to be re-integrated in society. A system of voluntary supervision was operated for twelve months after the addict's release from the institution. At the moment, 160 ex-inmates were under supervision, of whom 20 had had relapses. A psychiatric centre, opened in 1961, had so far treated 232 voluntary patients. Its work was supplemented by a rehabilitation centre opened only a week previously by a voluntary organization; the rehabilitation centre was equipped to deal at first with 240 patients, a figure which was ultimately to be raised to 500. One of the greatest problems was the employment of former addicts. There was some public opposition to this, but it was essential for the former addict's self-respect that he should obtain employment.

161. The representative of Hungary informed the Commission that there was no problem of addiction in his country. Stricter control of new substances had been introduced in many countries, and a "European Society for the Study of Drug Toxicity" had just been formed. The Hungarian delegation did not wish to confuse the question of drug toxicity in general with that of addiction-producing narcotic drugs, but it considered that the thorough investigations that were to be conducted into the toxic and secondary effects of drugs might also help to ensure that no drugs were placed on the market without knowledge of their addiction-producing effects.

162. The representative of India informed the Commission that, to all intents and purposes, the "white drug" problem did not exist in India, though addiction to natural drugs was a problem. Reference to the tables attached to document E/CN.7/445 would show that, as compared with the figures for most other countries, the known consumption of synthetic narcotics and of the alkaloids of opium, in India was among the lowest in the world. He mentioned that in India, where medical facilities were often extremely inadequate and the people very poor, raw opium, or a preparation of opium or cannabis, rather than aspirins or injections of morphine given by a doctor, had to be used as an analgesic or antitussive. For many people in his country, the use of these drugs was the only available way of relieving physical pain or emotional stress, and it was in that perspective that the total volume of so-called addiction had to be viewed. Controls affecting the use of opium had been introduced and the smoking of opium had been completely banned. The number of registered smokers in India was very small (1,822 persons, only 147 of whom were in the 20 to 34 age-group). There was not a single registered addict under the age of 20. Progress had been made, too, in controlling the oral use of opium, which was mainly therapeutic in origin. The total figure for reported addicts had dropped from 439,000 in 1958 to 168,737 in 1961. It had been found that some addicts had turned to the poppy head (from which, in India, the opium had been already collected but which still contained traces of opium alkaloid) as a substitute.

As soon as that had been discovered, the Government had amended the Opium Law and Dangerous Drugs Enactment and placed the exhausted poppy capsule under the same control as was applicable to opium. It would be noted from paragraph 64 of document E/NR.1961/Summary that all the major producing states in India had promulgated corresponding rules to control the use and movement of exhausted poppy capsules. In addition, steps had been taken to ration the issue of opium to private manufacturers of opium products for use in officinal preparations of opium. There were 200,000 reported addicts to cannabis in India, but two-thirds of them were addicts in the technical sense only, and would not have been regarded as such on the coming into force of the 1961 Convention because they consumed only the leaves and not the resin or the flowering tops of the plant. In answer to a question regarding the residual narcotic content of used poppy capsules, he said that on the basis of the information available, the exhausted capsules of the poppy were considered to contain a quantity of morphine and other alkaloids amounting to about 0.2 or 0.3 per cent of the weight of the capsule, which was probably as rich in alkaloids as the unlanced capsule normally used in European countries for extraction of morphine. A certain section of opinion in his country had maintained that the Government's insistence on the complete destruction of the capsule, except for the small quantity used, under control, in the indigenous system of medicine, was uneconomic; but, in the common interest, his government had not taken steps to authorize the export of the Indian capsule or its use, except for experimental purposes, within the country.

163. The representative of Iran said that the only illicitly consumed narcotic drugs giving rise to any anxiety in his country were opium and heroin, both of them derived from materials introduced from neighbouring countries. Opium was consumed mainly by persons over the age of 35 who had failed to rid themselves of the habit after the prohibition imposed in 1955. There were also some younger people for whom heroin was the drug of first choice, and some who had changed from opium to heroin because its administration was less easy to detect. Outside Teheran, addiction was confined almost exclusively to opium. The number of addicts could not be accurately estimated, but in general the number of opium-users was decreasing, whereas in Teheran the number of heroin-users was increasing. Social and economic pressures were gradually working against the indiscriminate use of narcotics. Facilities for treatment were provided in government hospitals and prisons and by private medical practitioners, and a country-wide rehabilitation scheme for addicts was being planned. Over 5,000 addicts underwent withdrawal treatment annually, mainly through the use of methadone. The Government attached great importance to the follow-up of cases after hospital treatment, and during the year under review two graduate social workers had been recruited for the Teheran treatment centre as the nucleus for an after-care service. Sustained activity was being maintained against smugglers among the border tribes. In answer to a question, he recalled his statement at the

seventeenth session to the effect that the number of addicts in Iran had been reduced by 90 per cent. At the moment, the number was about 10 per cent of what it had been eight years previously. There had, however, been a slight increase in the number of heroin consumers.

164. The observer for Italy informed the Commission that the abuse of drugs in Italy presented no problem. Surveillance by the authorities was quite adequate and the situation in 1962 had remained as satisfactory as in 1961.

165. The Commission was informed that the total number of addicts in Japan at the end of 1961 had been 18,765. Most were addicted to heroin, some to morphine and mixed alkaloids of opium and a few to synthetic narcotic drugs. The Government's decision to establish a headquarters for an anti-narcotics campaign in October 1962 was fully supported by the public. The measures being taken included more severe penalties for narcotics offences and the provision of care for addicts. An amendment to the existing narcotics control law providing for compulsory hospitalization was under consideration. New public institutions for the treatment of addicts were to be constructed.

166. The representative of Switzerland informed the Commission that the total number of addicts in Switzerland had remained unchanged for many years, despite the increase in population. Most cases of addiction were of therapeutic origin. It had recently been noted that, owing to the improved facilities for rapid transport, addicts registered in Switzerland were able to obtain supplies of narcotics from doctors and pharmacists in towns near the frontier. That seemed to indicate the need for an international register of addicts for the use of enforcement authorities, doctors and pharmacists.

167. The representative of Turkey said that drug addiction was not a social problem in Turkey, the percentage of addicts in the population being extremely small. Drug addicts were treated in hospital and after medical treatment were kept under close surveillance by law enforcement agencies. The table on the incidence of drug addiction (E/CN.7/439) showed how widespread was the addiction to synthetic drugs. That form of addiction was no longer a potential, but an actual danger.

168. The Commission was informed by the representative of the United Arab Republic that as a result of active and fruitful co-operation between his country and manufacturing countries in Europe the market for "white drugs" had been abolished during the period 1929 and 1932, and that there were no longer any addicts to those drugs in Egypt. No confiscations of "white drugs" had been reported in 1962, and the total amount of heroin seized during the previous ten years amounted to no more than 1 kg 217 g, which was an insignificant amount when compared with the 80 kg 500 g which had been seized in 1929, the first year in which the repressive control measures had been applied. There was, however, some cause for alarm in recent discoveries in the Middle East of clandestine factories for making diacetylmorphine. The Government of the United Arab Republic was concerned with the problem of addiction to cannabis. No reliable statistics concerning the number of addicts in the country were available, but studies were being

carried out by a number of institutions and authorities with a view to determining the factors governing the use of narcotics and the extent of addiction. An Arab expert was to co-operate in that work after visiting certain countries under the technical assistance programme. He pointed out that, as had already been mentioned at previous sessions, his country's statistics relating to the incidence of addiction in 1960 were only approximate and could in no way serve as a basis for the Commission's discussions or for a scientific study of the problem. The estimates which placed the number of cannabis addicts at 900,000 and the number of opium addicts at 160,000 had no concrete basis and took no account of the difference between addiction proper and simple consumption. The authorities were now working on this matter with a view to providing the Commission with figures of addiction based on sounder and more scientific grounds. Several aspects of the problem had to be more thoroughly studied before it would be possible to draw, from any figure, clear and logical conclusions relating to such matters as the dosage of the various drugs necessary for individual addicts, the demarcation line (for statistical purposes) between habit and addiction, the living standards of addicts, and the mixture of narcotics with other ingredients as a means of increasing the traffickers' profits or of lowering prices and encouraging addicts to procure the desired quantity. He therefore requested that in future no such figures should appear in United Nations documents. In that connexion, the representative of Turkey affirmed that the Commission could not study drug addiction problems without statistics. Under Law No. 182 of 1960, the representative of the United Arab Republic went on to say, addicts were confined to special sanatoria, but persons who voluntarily presented themselves for treatment were exempted from punishment. Two hospital wards had been allocated for the treatment of addicts. Propaganda campaigns had been undertaken with satisfactory results: eighty-three addicts had been cured and rehabilitated in 1961 and ninety-four in 1962. Those addicts provided the basis for a broad study of the causes of addiction, the drugs most commonly used and the occupations most inclined to addiction. It was hoped that the measures taken to raise the standard of living would have beneficial effects so far as addiction in general was concerned. A public opinion survey had been carried out among several hundred cannabis consumers in the United Arab Republic in 1962 to ascertain their views on the criminal laws affecting narcotic drugs. Of those questioned, 47 per cent had expressed the opinion that the laws should be maintained or made stricter, but only 5 per cent had stated that the heavy penalties imposed would deter them from using cannabis. The result of the survey accordingly reinforced the view that effective action demanded an attack on the causes of addiction. An investigation into cannabis consumption in the United Arab Republic had been in progress since 1957. Of those questioned, 89 per cent had given the desire for pleasure as their main reason for using cannabis, and 25 per cent alleged that it heightened sexual experience. It had also been found that there was a direct correlation between the length of the working day and the amount of cannabis consumed, and that consumers

in the lower income groups spent a higher proportion of their earnings on the drug than those with a higher income. The inquiry had confirmed that cannabis was a social rather than a medical problem, reducing the social and economic capacity of those who consumed it.

169. The Commission was informed that the President of the United States of America had convened a conference on addiction in the autumn of 1962 and had set up a committee to review the testimony given at that time. In an interim report, the committee had given particular attention to the controversial question whether addiction was a crime or a disease and had concluded that it was both. Studies carried out in California and New York on the criminal aspects of addiction had shown that 85 per cent of addicts had had criminal records before taking to drugs. Compulsory hospitalization of addicts was being tried out, and some progress had been made. In reply to a question, the United States representative explained that marihuana was regarded in the United States as a narcotic drug, but that, in order to obtain a clear picture of the position so far as addiction to opium derivatives and cannabis was concerned, the authorities had asked the police to furnish separate information. The penalties for the unlawful possession of marihuana and other narcotic drugs were identical. Legislation was being introduced under which a person found to be in unlawful possession of drugs could be admitted to hospital and remain there until cured instead of facing prosecution. If he refused hospitalization, he would go to prison. The Commission was informed that some United States authorities were becoming increasingly alarmed about the use of cough mixtures containing codeine which were sold without prescription.

170. The representative of Yugoslavia informed the Commission that no problem of addiction existed in his country, but he wished to make some general observations on the subject. The statistics of addiction, although of relative value only seemed to show that cannabis constituted a greater menace than opium by reason of the number of its victims. Yet there was a tendency to gloss over the problem of cannabis, and the current session had produced no definite proposals for dealing with it.

171. The LAS representative considered that there was no method of establishing the exact number of addicts in any country, since convicted persons and inmates of institutions did not represent the full total. Addiction constituted a severe problem in the United Arab Republic and Lebanon, but it was also increasing in gravity in the other Arab States. It was particularly difficult to assess the number of true cannabis addicts, because consumption merged gradually, though not inevitably, into addiction, whereas the consumption of only a few doses of opium or heroin sufficed to convert the consumer into an addict.

172. The representatives of Japan, India and Iran and the observer for the Netherlands pointed out some corrections or adjustments which should be made in the information relating to their countries given in the document on incidence of drug addiction, E/CN.7/439. It was agreed that the changes should be incorporated in the paper prepared for the Commission's next session.

OPIUM AND OPIATES, INCLUDING SCIENTIFIC RESEARCH ON OPIUM ⁵³

173. The Commission reviewed the progress made in the past year in the United Nations opium research programme.⁵⁴

174. During the past year, three scientists had been nominated by their governments (Switzerland and the United States of America) to participate in the research. Contributions had been received from scientists in Canada, France, Italy, Norway, the United States of America, the Union of Soviet Socialist Republics and Yugoslavia, and the results of this research were to be found in the documents in the ST/SOA/SER.K/. . . series. Tribute was paid to the work of the late Professor L. Fuchs of Austria, who had been one of the first scientists to collaborate in the opium research programme.

175. Technical assistance in the form of training had been given at the United Nations laboratory, and the Commission hoped that this work would be continued and possibly extended. The representatives of Iran and Turkey expressed their appreciation of the training and facilities afforded to chemists from their countries during the past year. The Commission was informed that while they were at the United Nations Laboratory the fellows in question had visited other laboratories and scientific institutions. The Commission expressed appreciation of the assistance and co-operation in this matter afforded by the authorities in the Federal Republic of Germany and in Switzerland.

176. While at the United Nations laboratory, technical assistance fellows had carried out research on the non-alkaloidal fraction of opium and had made a preliminary comparative study of various methods for the determination of morphine in opium. Other interesting work on the determination of morphine had been done by scientists in India and in the United States of America.

177. As in previous years, the laboratory had concentrated its attention on the development and application of simple, rapid and easily reproducible methods for the determination of the geographical origin of opium and, in particular, on the methods of colour reactions and direct absorption spectrophotometry. No further modifications or changes had been made in these methods during the past year; and analyses had been made of a considerable number of authenticated samples of opium supplied by a government which states that they have been produced in its territory.

178. The laboratory had also analysed many samples of seized opium which had been submitted by governments for the determination of origin. In approximately two-thirds of these cases, the laboratory could be said to have indicated the geographical origin. Its inability to do so in others was due to the lack of authenticated samples from certain regions. The Commission appreciated the fact that the governments of India, Iran, Japan, Pakistan, Turkey, the Union of Soviet Socialist Republics

and Yugoslavia had supplied the majority of the samples and also that the Government of Thailand had provided an authenticated sample of illicit production. The Government of Burma, too, had recently sent three samples to the Secretariat. During the past year, authenticated samples had been received from India, Japan, Pakistan and the Union of Soviet Socialist Republics, and the laboratory had sent authenticated samples to scientists in several countries. The laboratory had samples of opium illicitly produced in Mexico and Thailand, but no samples had yet been received of opium produced by agricultural institutes because there had not been enough time for the cultivation of the poppies.

179. It was observed that the problem of the determination of the geographical origin of opium was very complex and methods could be entirely effective only when the collection of authenticated samples were complete. Despite these difficulties, the methods so far established by the United Nations laboratory had shown that comparable results could be obtained when these methods were applied in different parts of the world.

180. There was a suggestion that the United Nations laboratory should elaborate analytical methods for the identification of natural and synthetic narcotic substances and also of barbiturates, amphetamines and tranquilizers. In this connexion, it was observed that useful methods had already been developed for the purpose in the United States of America. The United Nations laboratory could undertake the collection of information on this subject as well as carry out supplementary research in so far as that would be compatible with the continued assignment of priority to the opium and cannabis research programmes and in so far as it could be done without an increase in the present budget.

181. The representative of the United States of America observed that the time was rapidly approaching when identification of the sources of heroin would be of more importance than the origin of opium; and he referred to work done at the Oak Ridge National Laboratory on the determination of sources of heroin by means of activation analysis. Reference was also made to United States research on the origin of heroin by infra-red spectrophotometry and gas chromatography.

182. The Commission was informed that the United Nations Laboratory had recently received the two instruments, viz., the infra-red spectrophotometer and the fluorimeter, recommended by the Commission at its sixteenth session⁵⁵, and would shortly begin research using them. Several representatives referred to the importance of gas chromatography in narcotics research.

183. The representative of India expressed the hope that it would be possible for the United Nations to

⁵³ Agenda items 6 and 7; (E/CN.7/SR.510 and 522).

⁵⁴ E/CN.7/437 and Add.1.

⁵⁵ Report, sixteenth session, para. 154.

assist national laboratories participating in the opium research programme to obtain the instruments and equipment they needed. General appreciation was expressed of the collaboration of India in this work, and it was suggested that the matter should be considered from the point of view of the various possibilities provided by the existing programmes of technical assistance.

184. Reference was made to the valuable collection of literature on narcotic substances at the United Nations

Laboratory and the hope was expressed that the classification of that material would soon be completed, so that the material would be available for consultation by members of the Commission.

185. Several representatives described the research on opium which was being carried out in their countries. The Commission expressed its appreciation of the collaboration of scientists in many countries and of the work accomplished by the United Nations Laboratory during the past year.

CHAPTER VI

THE QUESTION OF THE COCA LEAF ⁵⁶

186. The question of the coca leaf has been a perennial item on the Commission's agenda and was also dealt with frequently by the League of Nations Opium Advisory Committee. For decades, despite great efforts, very little progress was made. Coca leaves are still, in fact, not under full international control. In particular, there is at present no obligation to control the production of and domestic trade in the leaves or to prohibit their non-medical consumption. This state of affairs is not surprising to those who are familiar with the great difficulties involved in making progress in the Andean Indian region of South America. As is the case with many other difficult social problems, there has been a tendency to deny or belittle the problem. It has been asserted that coca leaf chewing is not harmful and is even necessary for the millions of highland Indians who are addicted to the habit. Although large, the figures furnished by governments on the production and chewing of coca leaves, do not indicate the real magnitude of the problem. It was recognized, however, that owing to the efforts of the Commission, to the action of dedicated and enlightened people in the countries concerned, and of the interested governments, considerable progress has been made in recent years.

187. It was pointed out that all the governments concerned had now recognized that coca leaf chewing was harmful and must be abolished. That view had recently been confirmed at the Lima meeting of the Consultative Group on the Coca Leaf Problem (1962) ⁵⁷, in which officials of all the governments interested in the problem — Argentina, Bolivia, Brazil, Colombia, Ecuador, Peru and the United States of America — had participated. Thanks to that meeting and to the 1961 ⁵⁸ Inter-American Consultative Group on Narcotics Control, held at Rio de Janeiro, the Commission had more complete information at its disposal, giving a truer picture of the magnitude of the problem.

188. According to the figures furnished to the Permanent Central Opium Board, the annual harvest of coca leaves in the main producing countries amounted to approxi-

mately 13 million kilogrammes (10 million in Peru and about 3 million in Bolivia). The Bolivian figure, however, related to only part of the country. The Bolivian Minister of Public Health had reported to the conference at Lima that, according to a reliable estimate, the annual production of coca leaves in Bolivia amounted to 12 million kilogrammes, of which half was chewed and the other half used for the manufacture of cocaine for illicit export. He had added that, according to another estimate, Bolivia consumed 18 million kilogrammes of coca leaves annually by chewing. On that assumption, the annual Bolivian harvest would be 24 million kilogrammes, making a total of 34 million kilogrammes for Peru and Bolivia together. Probably not more than one per cent of this total was needed for the legal manufacture of cocaine and the production of a flavouring substance for beverages. The problem could be assumed to be of even greater magnitude, since there could be little doubt that illicit production of coca leaves occurred in countries other than Bolivia.

189. It was recognized that while coca leaf chewing as such was a regional problem, it had important aspects of universal relevance. So long as coca leaves were chewed there could be no fully effective control of their production, and clandestine manufacturers of cocaine would thus be able to obtain the raw material they needed for the cocaine with which they flooded the international illicit market. The illicit traffic in cocaine had in fact increased in recent years.

190. The problem was a very difficult one. It was generally recognized that millions of people chewed the leaves. They did not have enough food, and the chewing enabled them to do some work in spite of deficient nutrition; but as a result of the practice they underwent general physical and mental debilitation, became incapable of doing good work, and were thus unable to earn enough to enable them to buy the food necessary for a healthy life. It was a vicious circle. Moreover, the immediate prohibition of the production of coca leaves or the reduction of such production to the minimum needed for legitimate purposes would deprive many people of their livelihood and thus lead to grave economic difficulties in the countries concerned. But coca leaf chewing as such was in itself a great impediment

⁵⁶ Agenda item 8; (E/CN.7/SR.507 and 521).

⁵⁷ E/CN.7/441, Annex III.

⁵⁸ E/CN.7/422, Annex B.

to labour productivity and to economic and social development in the Andean region. Without the abolition of chewing, the integration of the Indian population in the national life and the development of sound economic and social conditions would be very difficult if not impossible. Opposition was encountered, however, not only from the vested interests involved, but also from the chewers themselves, who, mostly illiterate, were ignorant of the dangers. The governments themselves made a great effort, but their task was formidable. In many coca leaf producing districts it was difficult to develop marketable substitute crops. The soil was eroded and poor. A multiple approach was required, involving crop substitution, the development of animal husbandry, reafforestation, the development of handicrafts, industrialization and, above all, the abolition of illiteracy, the improvement of general and vocational education with special emphasis on health education, and even some resettlement of population. It was beyond the resources of the governments concerned to accomplish such a task in a short time. They required assistance, not only from international organizations, but also from friendly governments. They were, however, aware that they themselves must make the main effort. In planning economic and social development, the particular aspects of the coca leaf problem had to be taken into account.

191. It was recognized that for the understanding of the problem, the Lima conference had been extremely useful. It had reaffirmed that coca leaf chewing was harmful and should be progressively and as soon as possible abolished. It had recommended the gradual reduction of coca leaf production to the quantities needed for medical, scientific and other legitimate purposes. It had made a comprehensive review of the manifold aspects of the economic and social development of the region, studying problems of education, agricultural and industrial development, and the establishment of satisfactory community services. It had invited the governments of the countries principally concerned to establish national committees to initiate and co-ordinate action in the field. It had suggested surveys of the requirements of particular regions and called for the convocation of national conferences for the adoption of programmes of action. Finally, it had called for periodic inter-American conferences to review the accomplishments of the individual national governments.

192. The representative of Peru considered that in the past a great deal of time had been wasted discussing the usefulness and demerits of coca leaf consumption. It had been stated that the coca leaf assisted certain persons to adapt themselves to climatic conditions in the highlands. He referred to the two schools of thought existing in Peru, one of which still maintained that people living at high altitudes had a genuine need of the substance, and the other holding that the coca leaf was very dangerous and gave rise to drug addiction. The Government of Peru was optimistic and felt that the problem could be solved provided the United Nations, and the many specialized agencies which had participated in the Lima conference, as well as friendly countries, continued to co-operate and co-ordinate their efforts.

If that assistance was forthcoming, progress was bound to be made, despite the opposition of powerful vested interests.

193. The observer for Argentina assured the Commission that the Argentine authorities were determined to continue their efforts to eliminate the coca leaf chewing habit entirely. The task was not easy, but the results achieved so far had been satisfactory.

194. The Commission had at its disposal the text of the statement⁵⁹ delivered by the Minister of Health of Bolivia at the opening session of the Consultative Group on Coca Leaf Problems; and it asked the observer for Bolivia to convey the Commission's thanks to the Minister for the very interesting contribution he had made to the Commission's work by providing the text in question.

195. The Commission studied a document entitled "Coca Leaf, Public Health and Narcotics Control" prepared for the meeting at Lima by Dr. Halbach, of the World Health Organization. Dr. Halbach informed the Commission that the WHO Expert Committee on Addiction-Producing Drugs had made it clear that the important point was whether or not there was a possible danger to public health, and not whether actual physical dependence was involved; and he added that coca leaf chewing constituted such a danger. He referred to new evidence that coca leaf chewing and malnutrition were interlinked in a vicious circle.

196. The Commission considered that the time had come for action. The problem of the coca leaf did not need further studies for its clarification, though it might be necessary to survey the local conditions of particular coca leaf producing or chewing regions in order to adapt local programmes of action to special local conditions. It was also suggested that the World Food Programme of the United Nations and FAO might supply food to the population of coca leaf growing districts during the period of transition to substitute crops or to other substitute means of subsistence.

197. The Commission expressed its satisfaction with the work of the Lima conference. It considered that this meeting had rendered a great service by clearly defining the problem and setting out the methods to be used for its solution. It expressed the hope that the recommendations of the conference would be followed by appropriate action on the part of the governments concerned.

198. The Commission wished to thank the Peruvian Government for its hospitality and its generous material contribution to the Lima Conference. It expressed also its gratitude to General Dr. Victor Solano Castro, Minister of Public Health of Peru, the Honorary President of the Conference, to Dr. Guillermo Jáuregui Gauchalla, Minister of Public Health of Bolivia, the Honorary Vice-President of the Conference, and to Dr. Carlos Quirós Salinas, the President of the Conference who had greatly contributed to the success of the meeting.

⁵⁹ E/CN.7/L.257.

THE QUESTION OF CANNABIS (INCLUDING SCIENTIFIC RESEARCH ON CANNABIS) ⁶⁰**The cannabis situation in general
and in individual countries**

199. The Commission was reminded that although the question of cannabis was discussed annually, no comprehensive review of the problem had been made since 1957.⁶¹ It was felt appropriate this year to outline some of the factors which made the problem of cannabis different in many respects from that of other drugs under international control.

200. Cannabis is the most widely misused drug, both geographically and by reason of the number of persons habitually consuming it. There is some misuse of the drug practically everywhere on the globe, and there is mass consumption on the African continent, in some parts of the Middle East, and also in considerable areas of the Indian-Pakistani sub-continent as well as of South America. The cannabis plant from which the drug is obtained is not only cultivated, but also grows wild, and this wild growth raises problems for the control authorities. Moreover, the plant is grown not only for the production of the drug, but also for the fibre and seeds. The fibre is a most useful product and, in the past, the Commission has considered the question whether it could not be obtained from substitute crops, in order to prevent plants grown for industrial purposes from being diverted to the production of drugs. It was pointed out at that time, that plants grown for industrial purposes do not contain sufficiently large amounts of the "active principle" to constitute a real danger. Various reasons have been advanced for this, including the characteristics of the variety of plant grown for industrial purposes, and climatic conditions in the countries where the plants are grown. The more widely held opinion is, however, that only female plants which are not fertilized produce dangerously large quantities of the active principle in their fruiting or flowering tops, and since cultivators for industrial purposes do not eradicate the male plants, industrial crops do not constitute any particular danger. If this view is accepted, it would also follow that really wild growth is not a particularly serious problem.

201. When the Commission undertook its last comprehensive survey of the problem, it found that there were several other questions relating to the plant's characteristics which had not been completely resolved. It was not fully known what the really active principle in cannabis was. Since then, research has shown more clearly that the active principle is probably tetrahydrocannabinol; but even now there are some doubts about this. It is also not quite certain which parts of the plant contain no amount of the active principle whatsoever. It is generally assumed that the pith, lower stalks, and roots of the plant yield no resin (i.e. the substance containing the active principle) at any time during the plant's growth. After the fruits are mature, the upper stalks too lose their capacity to yield resin. The seeds

are also assumed not to contain any significant quantities of the active principle. All other parts of the plant seem to contain some amount of the principle, although not necessarily in significant quantities. The view is widely held, however, that really dangerous quantities are contained only in the dried flowering or fruiting tops of the non-fertilized female plant. The opinion has also been widely expressed that the leaves, apart from the tender one on the tops, are not particularly harmful, though they do contain the active principle.

202. The enforcement of the control laws is hindered by the absence of a fully reliable method of identifying cannabis plant material containing the active principle, particularly when cannabis is powdered and mixed with other material. It was for this reason that the Commission initiated an international research programme, carried out or co-ordinated by the United Nations Laboratory.⁶²

203. Unlike other drugs under international control, cannabis appears to have no beneficial effects in modern medicine. Following the opinion of the World Health Organization, the Commission has expressed the view that the medical use of cannabis is practically obsolete, and the Economic and Social Council has suggested that all countries should discontinue such use. There is, however, some useful employment of the drug in certain systems of indigenous medicine and, in recent years, articles have been published which suggest that drugs derived from cannabis may have some medical value, particularly an antiseptic effect. Until now, this evidence has not been sufficiently cogent to induce the Commission to change its views as to the advisability of discontinuing the medical use of cannabis.

204. Unlike morphine and other opiates, cannabis drugs do not cause physical dependence. This means that discontinuance of the use of the drug does not lead to the withdrawal symptoms experienced in the case of abandonment of the habitual use of such drugs as morphine or heroin. Cannabis drugs are also not convertible into drugs causing physical dependence. These characteristics of cannabis would play an important part in the consideration of rehabilitation programmes for habitual consumers of cannabis.

205. It was also recalled that the habitual consumption of cannabis assumes a different character in some industrially developed countries from the character it assumes in countries in which cannabis consumption constitutes a traditional habit practised for hundreds or thousands of years without being subject to any social opprobrium. In the industrial countries, cannabis-users often have a psychopathic personality, and the consumption of cannabis is frequently the first step towards later addiction to heroin or morphine. In some developing countries, however, many mentally healthy people adopt towards

⁶⁰ Agenda items 9 and 10; (E/CN.7/SR.505, 506 and 522).

⁶¹ Report, twelfth session, chapter VII; E/CN.7/324.

⁶² Report, twelfth session, annex II, resolution IV; Report, thirteenth session, annex II, resolution VI; Report, fourteenth session, para. 308, resolution 8 (XIV).

the consumption of cannabis the same attitude as some people adopt towards the consumption of alcohol. This variation in the attitude towards the consumption of cannabis in different countries might also have to be taken into account in preparing programmes for the rehabilitation of cannabis consumers.

206. A further special problem to which the Commission has given its attention in the past is that of the relation between cannabis consumption and crime. A commonly held view has been that cannabis consumers under the influence of the drug are prone to commit crimes, particularly crimes of violence. Cannabis has been specifically declared to be a crime-inducing drug. The belief has also been expressed, however, that cannabis does not itself cause people to commit crimes, but that, by reducing or eliminating inhibitions, it liberates aggressive or criminal instincts and may thus contribute to the commission of crimes.

207. In 1925, when the only Convention in force dealing with cannabis was concluded, it was impossible to place the drug under full international control, because of the ingrained, secular habits which in many countries were involved. Cannabis itself, therefore, is under only very limited international control. The import certificate and export authorization system applies to the drug, and statistics of imports and exports and of seizures on account of illicit import and export must be furnished. However, while governments are under obligation to prevent the international illicit traffic in cannabis, there is no express provision requiring them to control production and to prevent domestic traffic in cannabis or to prohibit its non-medical use. The extracts and tinctures of cannabis (galenical preparations) and their preparations are subject to more extensive control measures, although not to full international control. In general, the system of administrative control established by the 1925 Convention applies to them, but not the provisions of the 1931 Convention.

208. Since the 1925 Convention, however, considerable progress has been made at the national level towards bringing cannabis under full control, and towards making the non-medical use of the drug illegal. During the last decade, such use has in particular been abolished in some countries of North Africa, where it had previously been permitted. In most countries of the world today, the use of cannabis is either prohibited or at least limited to medical and scientific purposes. Even the galenical preparations are often prohibited. There is still, however, some non-medical use of cannabis on the India-Pakistan sub-continent, though the governments there have taken positive steps towards the abolition of this use. Unfortunately, despite the efforts made, the Commission has no knowledge of the cannabis situation in some countries to the north of the India-Pakistan sub-continent. After being instructed by the Commission to prepare a survey of the situation in Nepal,⁶³ the secretariat sent several inquiries to the government of that country, but was unable to prepare the paper in the absence of any reply. The Indian representative furnished some information on the situation in that country during

a meeting of the Illicit Traffic Committee at the present session.

209. On the African continent, the non-medical use of cannabis is prohibited, but the actual situation is not in accordance with the law. Presumably in some parts of the continent prohibition cannot be enforced, illegal non-medical consumption is even tolerated. It is to be hoped that closer collaboration of the Commission and Secretariat with the African countries in the narcotic drugs field may lead to some progress.

210. Future work on cannabis might be along the following lines:

- (a) Further research to establish with certainty the active principle of cannabis;
- (b) Further improvement in methods of identifying cannabis so as to strengthen the enforcement services in their efforts to suppress the illicit traffic;
- (c) Clarification of the cannabis situation in countries to the north of the India-Pakistan sub-continent;
- (d) Collection of more information about the situation in the countries of Africa.

211. The Commission's attention was drawn to an article by Dr. H. B. M. Murphy in the *Bulletin on Narcotics*⁶⁴ reviewing recent psychiatric literature on the effects of cannabis consumption. The article, it was said, tended to give some support to the view that the anti-social and addiction-producing properties of the non-resinous parts of the wild cannabis plant were not as harmful or dangerous as had been maintained, being closer to the effects of tobacco and alcohol. It was pointed out, however, that most of the literature on the subject did not support this view, and that there was overwhelming evidence of the aggressive, anti-social and criminal behaviour induced by the consumption of cannabis. Moreover, the WHO Expert Committee was firmly of the opinion that misuse of cannabis, despite the fact that it did not produce physical dependence, came clearly within the terms of its definition of drug addiction. It was suggested that a complete bibliography on the use of cannabis should be compiled, and that a further article or articles should be prepared reflecting the views of the many authorities on the subject regarding the danger of cannabis consumption. Several representatives rejected the suggestion that the use of cannabis might not be very dangerous; but the view was expressed that it would be helpful to have more precise and extensive evidence of the drug's alleged criminogenic properties and of its liability to lead to other forms of addiction. The ICPO representative said that in his organization's view the abuse of cannabis did have those effects, most probably owing to the release of aggressive instincts latent in the users. Other representatives discussed the possibility that the effects of cannabis might vary not only from user to user but also according to the method of use, the form in which the drug was taken and the environmental conditions. The representatives of Canada, Mexico and the United States of America were of the opinion that the use of cannabis is a factor in crime and a stepping-stone to more serious addiction. The consensus

⁶³ Report, twelfth session, paragraph 331.

⁶⁴ *Bulletin on Narcotics*, volume XV, No. 1.

of opinion in the Commission was that cannabis is a dangerous drug.

212. As regards the use of cannabis in indigenous systems of medicine, the representative of India informed the Commission that 85 per cent of India's population lived in villages which had no access to modern medicine and that to these people the Ayurvedic, Unani and Tibbi systems of medicine employing cannabis as a therapeutic substance were essential for the treatment of a number of illnesses. In India the production of ganja⁶⁵ was prohibited in all states except Bihar and Madhya Pradesh, and even in those states the area under cultivation was being reduced. It had been decided to aim at abolishing the use of ganja in those states by 1964. The production and use of resin was prohibited everywhere. That left only the plant leaves (bhang) and, as in the case of alcohol, it was the Government's policy to impose eventually a complete prohibition, so that the consumption of cannabis even in that form would no longer be allowed.

213. The Commission was informed of the cultivation in the Syrian Arab Republic of a species of cannabis plant known as *cannabis hibiscus*. The plant was grown for the manufacture of cord and rope and did not contain any large amount of dangerous resin. However, care had to be taken to ensure that the cultivation of this plant was not used as cover for the cultivation of the more dangerous *cannabis sativa*.

214. In Iran, the cultivation and use of cannabis had been prohibited since 1959. Wild growth when found was destroyed. Thirty-four kilogrammes had been seized in 1962 as compared with sixty-three in 1961; the cannabis seized had been of foreign origin.

215. In Japan the cannabis plant grew wild and was cultivated under licence for industrial use. The area under cultivation was being reduced each year. There was no problem of the misuse of cannabis in Japan.

216. The Commission was reminded that in Morocco the cultivation, export, import and use of cannabis had been prohibited since 1954. There were grounds for some optimism regarding the finding of a suitable crop to replace cannabis, and tobacco seemed suitable for cultivation in the Rif region, where cannabis had previously been extensively cultivated. The Government intended to assist growers financially and to undertake an intensive campaign of education to promote better methods of tobacco cultivation.

217. In the Netherlands, the use of cannabis did not present a social problem, but there had been an increase in misuse of the drug. The courts, influenced by the opinion in some medical circles that cannabis was not a very dangerous drug, were reluctant to impose severe sentences on offenders. The Government attached importance, however, to the fact that the WHO Expert Committee regarded cannabis as a dangerous drug.

218. In the United Kingdom of Great Britain and Northern Ireland there had been an increase in the misuse of cannabis, as there appeared to have been in western Europe as a whole. That increase was associated with the influx of immigrants from countries where

cannabis was more generally used. In the United Kingdom, the number of offences involving misuse of cannabis in 1962 had been double the number in 1961, and the indications were that the number of offences in 1963 would be higher still. The view was sometimes expressed in the United Kingdom that cannabis was not a very harmful drug, and the representative of that country therefore welcomed the Commission's repeated emphasis on the dangers of its misuse.

219. The Commission requested the Secretary-General to approach the governments concerned with a view to clarifying the cannabis situation in the countries north of the India-Pakistan sub-continent and to obtaining more information about the position in Africa and Madagascar.

Scientific research on methods of identification of cannabis

220. The Commission considered the work done in 1962 under the United Nations programme on cannabis research⁶⁶ in accordance with resolution 8 (XIV).

221. The Commission reviewed the work carried out by scientists in Canada, the Federal Republic of Germany, Hungary, the United States of America and Yugoslavia, and by the Secretariat. It noted with satisfaction that the governments of Brazil, Canada, Cyprus, Denmark, the Federal Republic of Germany, Ghana, Greece, Iraq, Morocco, Nigeria, Spain, Sweden, the United Kingdom and Venezuela had provided the United Nations Laboratory with samples of cannabis. It wished, however, to remind all the governments concerned that further samples of cannabis from all regions where it was grown or seized would be of great advantage in further cannabis research.

222. There was a suggestion that the United Nations Laboratory might study the possibility of developing a variety of hemp which had no active principle. On the other hand, it was pointed out that although this could be done, there was no point in growing the non-resinous variety in countries where the plant grew wild, as cross-fertilization would be inevitable.

223. Research workers in many countries were said to be investigating the active principle of cannabis, and some delegates explained what was being done in their countries. There was reason to hope that this problem would be solved in the not too distant future.

224. The representative of the United States of America observed that scientists could help law enforcement officers by devising a method of identifying cannabis in the field and also by developing tests for the detection of cannabis-users. Such tests would be of particular value to police and medical officers investigating the causes of traffic accidents. The representative of China supported this suggestion.

225. The Commission voiced its appreciation of the work done under the cannabis research programme, and the hope was expressed that this work would be extended, and that particular attention would be given to the question of identification.

⁶⁵ The dried flowering tops of the female cannabis plant.

⁶⁶ E/CN.7/442 and Add.1.

CHAPTER VIII

SYNTHETIC AND OTHER NEW NARCOTIC DRUGS ⁶⁷

226. The Commission reviewed the question of synthetic and other new narcotic drugs. It recalled that synthetic drugs are under the same international control as natural manufactured drugs, with the difference that the raw materials for the production of natural drugs are themselves narcotic substances and are controlled while the materials used in the manufacture of synthetic drugs are not themselves narcotics, very often have other uses in industry, and are not under control.

227. The Commission studied a document called "Supplementary information on synthetics and other new narcotic drugs" ⁶⁸ prepared by the Secretary-General on the lines of similar documents submitted in previous years.⁶⁹ The document gives information on world consumption of narcotic drugs from 1951 to 1961 inclusive, and also on consumption in fifty different countries during the five-year period 1957-1961.

228. In past years the consumption figures included drugs used in the manufacture of preparations for the export of which export authorization was not required (exempted preparations). There were no separate data on the quantities used in such manufacture. At the seventeenth session of the Commission it had been suggested that this did not give a true picture of domestic consumption, since part of the output of exempted preparations was exported. For this reason the document for the first time gave separate figures for consumption and for the manufacture of such preparations in cases where data were available to the secretariat.

229. Some delegates welcomed the change in tables. The representative of the United Kingdom recalled that in previous years his delegation had pointed out that the natural narcotic drugs consumption figures for the United Kingdom had been artificially inflated by the inclusion of quantities, regarded as consumed, which in fact were used in the manufacture of exempted preparations, a large proportion of which were exported. The new tables clearly showed what a difference the provision of separate information regarding the quantities used for the manufacture of exempted preparations made to the consumption figures.

230. Several members of the Commission drew attention to and commented on the trends shown by the statistics. As regards the per capita consumption of narcotic drugs of natural origin and of synthetic drugs, the trend was found to have been upwards between 1951 and 1957, and downwards from 1958 to 1961. That falling trend in the consumption of natural and

synthetic drugs did not necessarily imply however, a reduction in the total quantities consumed. The representative of India observed that, on the whole, despite the increased consumption of codeine, the total consumption of natural narcotic drugs seemed to have shown a sharper decline than the consumption of synthetic drugs.

231. The consumption of morphine and diacetylmorphine continued to decrease, while antitussives of natural origin, mainly codeine, were still the most commonly employed narcotic drugs and the quantities utilized were increasing all over the world.

232. The Commission studied the situation with regard to ketobemidone, one of the oldest synthetics, the consumption of which has remained at a high level instead of giving way to new products. This was considered to be a serious matter in view of the dangerous nature of the drug.

233. During the general discussion on the subject, several main trends of thought emerged. The representative of India observed that constant vigilance must be exercised over the synthetic narcotic drugs to avoid the appearance of new problems of addiction. He did not mean in any way to condemn the use of synthetic narcotics, but he felt that, since it was very difficult to control their production, special attention should be given to the problem.

234. On the other hand it was pointed out that synthetic narcotics have been the subject of a vast amount of research in a constant attempt to produce more powerful and less dangerous drugs. Unlike addiction to natural narcotics, addiction to synthetics, was almost entirely of therapeutic origin.

235. The representative of Canada stressed the importance of the subject in the context of international narcotics control. Though such control was largely repressive, it had a positive side — the study of all aspects of the legal trade. The discussion of such subjects as the synthetic and new narcotic drugs was particularly helpful in forming an exact idea of trends in the licit use of narcotics.

236. It was also remarked that trends in the production and consumption of manufactured drugs, especially new ones, synthetic or natural, showed definite patterns: a balance for instance could often be observed between the upward movement in the consumption of one drug and the downward movement in that of another. Some new drugs seemed to follow a temporary success curve, which levelled off later, and then declined so that eventually the drugs in question disappeared from the consumption tables altogether.

237. The Commission took note of document E/CN.7/445.

⁶⁷ Agenda item 11; (E/CN.7/SR.503 and 521).

⁶⁸ E/CN.7/445.

⁶⁹ E/CN.7/319, 339, 361, 385, 401 and 421.

CHAPTER IX

BARBITURATES ⁷⁰

238. Barbiturates are synthetic substances which are not under international narcotics control, although subject in some countries to narcotics control or a régime equivalent thereto, and in many more countries to control which generally requires their sale to be made subject to prescription, as recommended by WHO.⁷¹

239. Though capable of inducing physical dependence when taken in large doses, barbiturates are not generally liable to produce addiction when taken in normal therapeutic doses. They are, however, habit-forming, and their growing abuse has been causing concern to the Commission, which, at its twelfth session, adopted a resolution ⁷² recommending governments to take the appropriate legislative and administrative measures of control to prevent the abuse of barbiturates. Since then the Commission has kept an active watch on the developing situation.

240. The WHO Expert Committee on Addiction-producing Drugs considered the question of barbiturates in detail at its seventh session,⁷³ when it expressed the opinion that barbiturates may in certain circumstances produce addiction. Last year, the Commission again adopted a resolution ⁷⁴ recommending that governments should take appropriate measures to place the production, distribution and use of barbiturates under strict control.

⁷⁰ Agenda item 12; (E/CN.7/SR.518, 520 and 523).

⁷¹ WHO Techn. Rep. Ser. 57 and 116.

⁷² Report, twelfth session, Annex II, resolution VI.

⁷³ WHO Technical Report Series, 1957, No. 116, page 10.

⁷⁴ Report, seventeenth session, resolution 4 (XVII).

241. The WHO representative pointed out that, when taken in large quantities and over a long period of time, barbiturates did lead to physical dependence and that their withdrawal symptoms could be more dangerous than those of morphine and heroin. He also said that the "chasing-the-dragon" method of using heroin and barbiturates was well known in Hong Kong and was spreading in Thailand.

242. During the discussion, the representative of Canada explained that in his country it had been felt necessary to subject barbiturates, along with amphetamines, to the same type of control as that applied to narcotic substances. The representative of the United States of America said that although the recent White House conference on the abuse of narcotics and drugs had decided that to apply to barbiturates the régime of narcotics control, which was particularly strict in the United States, it would unnecessarily complicate the task of pharmacists and doctors in dealing with drugs that were so extensively used in general practice, some measures of control had already been taken and more were under consideration.

243. The Commission thought that efficient national control measures were adequate for the time being, but felt that while no international action seemed necessary at present, it was most important that the Commission should continue to watch developments in this field, and if necessary make further recommendations to governments. In this connexion the importance of educating the medical profession as to the dangers of barbiturates was particularly stressed.

CHAPTER X

OTHER SUBSTANCES

Questions relating to the control of other substances (tranquillizers, amphetamines, etc.) ⁷⁵

244. The Commission recalled that it had adopted at its eleventh session a resolution ⁷⁶ recommending that governments should provide adequate measures of control for the prevention of the abuse of amphetamines, while at its twelfth session it had adopted another resolution ⁷⁷ recommending governments to keep a careful watch for any abuse of tranquillizers with a view to taking any necessary measures of control. Since then the Commission has continuously kept the position under observation.

245. The World Health Organization ⁷⁸ has expressed

⁷⁵ Agenda item 13; (E/CN.7/SR.518, 520 and 524).

⁷⁶ Report, eleventh session, Annex II, Resolution IV.

⁷⁷ Report, twelfth session, Annex II, Resolution VII.

⁷⁸ World Health Organization, Techn. Rep. Ser. 1957, No. 116, page 10, para. 10.

the opinion that tranquillizers, while diverse in their chemical characteristics, are similar in their central sedative action and must be classed as potentially habit-forming.

246. The representative of France submitted a document ⁷⁹ which expressed his delegation's concern about the high rate of accidents in general and road accidents in particular. Some road accidents seemed to be due to abuse of narcotic drugs, especially cannabis and psychotropic substances such as barbiturates, tranquillizers and amphetamines. He considered that the consumption, even non-abusive, of such substances was liable to affect the drivers of motor vehicles to a dangerous extent. The representative of the United States of America spoke in support of the French position and mentioned that there were already many publications on this subject, to which reference could be made. The Commission

⁷⁹ E/CN.7/L.268; (E/CN.7/SR.523 and 524).

heard a statement by a representative of the ILO, who declared that his organization would consider favourably a request for co-operation in this matter. Accordingly, the Commission decided that the secretariat should be instructed to collect literature and references on this subject, and to request WHO and the ILO to furnish information in time for consideration by the Commission at its nineteenth session.

247. The Commission heard a statement on the regulation of the hallucinogenic LSD-25,⁸⁰ which is of scientific interest from the point of view of the treatment of mental disorders, but has not been made generally available because of its dangerous properties.

248. The Commission was also informed that a problem of "glue sniffing" now exists among some adolescents in the United States of America and that steps were being taken to deal with it.

The question of khat

249. On a recommendation made by the Commission at its twelfth session in 1957, the Economic and Social

⁸⁰ Lysergic acid diethylamide (Lysergide).

Council adopted a resolution⁸¹ inviting the World Health Organization to study and report on the medical aspects of khat, which is a plant (*catha edulis*) that grows wild or is cultivated in East Africa and the Arabian peninsula. The leaves are chewed or consumed in the form of an infusion.

250. The representative of the LAS Permanent Anti-Narcotics Bureau gave the Commission some information on the consumption and effects of khat, particularly in the Yemen.

251. The WHO representative regretted that the report requested by the Council was not yet quite ready, as it had proved difficult to establish the chemical and pharmacological identity of the active principle of khat. It was hoped, however, that the report would be ready next year, by which time the Commission might also have the benefit of the comments on this report of the WHO Expert Committee on Addiction-Producing Drugs. In this connexion, he suggested that khat might be discussed together with amphetamines, since it seemed to have amphetamine-like properties.

⁸¹ Resolution 667 D (XXIV) of the Economic and Social Council.

CHAPTER XI

THE SINGLE CONVENTION ON NARCOTIC DRUGS 1961⁸²

252. The Commission considered the status of ratification of the 1961 Convention, the compatibility of the provisions of the Convention with those of the 1953 Protocol, and action which might have to be taken in preparation for the coming into force of the Convention.

253. At the time of the Commission's 1962 session, seven countries had become Parties to the 1961 Convention. Since then, the Economic and Social Council and the General Assembly had adopted resolutions⁸³ inviting governments to accept the treaty. A further ten States had joined those which had already been Parties at the time of the Commission's seventeenth session. At the present (1963) session, the representatives of Brazil, Hungary, India, the Union of Soviet Socialist Republics, the United Kingdom and Yugoslavia, and the observers for Burma and the Netherlands, announced that their governments had either already started or were considering starting internal procedures with a view to ratification.

254. It was pointed out that the obligations of a government under the Protocol were broader than, but compatible with, its obligations under the 1961 Convention. A State Party to both treaties would thus have no difficulty in carrying out its obligations.

255. The Commission had before it a document⁸⁴ prepared by the secretariat by agreement with the

President of the PCOB, suggesting that, to avoid administrative complications, the present PCOB and DSB should be permitted to carry out the functions of the International Narcotics Control Board until the expiration of their present terms of office in 1968. This would be permitted under the 1961 Convention,⁸⁵ which provides that the Economic and Social Council shall fix the date on which the International Narcotics Control Board shall enter upon its duties, and permits these functions to be carried out provisionally by the present PCOB and DSB. The Commission is in agreement with this proposal, reserving, however, the right to reconsider the problem of timing the election of the International Narcotics Control Board in the light of the progress of ratification of the 1961 Convention.

256. The Commission also had before it a document⁸⁶ containing draft forms for, and dates suggested as time limits for the submission of, the information to be furnished to the Secretary-General under the new treaty, and a form of import certificate. The Commission decided that these drafts should be transmitted to governments for their comments, and that it would consider them in the light of those comments at its next session.

257. The Commission took note of a draft Administrative Guide⁸⁷ for the application of the 1961 Convention by government officials concerned with the action

⁸² Agenda item 15; (E/CN.7/SR.517 and 523).

⁸³ Resolution 914 C (XXXIV) of the Economic and Social Council and General Assembly resolution 1774 (XVII).

⁸⁴ E/CN.7/448.

⁸⁵ 1961 Convention, article 45.

⁸⁶ E/CN.7/449.

⁸⁷ E/CN.7/438.

required under the Convention. This had been prepared pursuant to a Council resolution.⁸⁸ The Commission felt that in order to be able to adopt a final version of the Guide it should have before it the comments of governments, PCOB, DSB, WHO and ICPO. It requested the Secretary-General to ask governments and the organizations named to furnish their comments. The Commission was informed that, owing to their very heavy workload, PCOB and DSB might be unable to furnish their suggestions before the summer of 1964.

258. The Commission was informed⁸⁹ that little progress had been made in preparing the Commentary on the 1961 Convention requested by Council resolution 914 D (XXXIV). It was considered desirable that this

⁸⁸ Economic and Social Council resolution 914 D (XXXIV), adopted on the Commission's recommendation (E/3648, Ch. XVI, draft resolution D).

⁸⁹ E/CN.7/SR.502.

work, which is of a very time-consuming type, should be continued during the coming year.

259. The Commission is also aware that PCOB and DSB are engaged on work in preparation for the coming into force of the 1961 Convention, and that WHO intends to review the schedules to the Convention.

260. The Commission was informed that, while the text of the 1961 Convention itself was already with the printers, there was some delay, due to shortage of editorial staff, in printing the records of the Plenipotentiary Conference which adopted the Single Convention in New York in 1961, and whose records the Commission had requested⁹⁰ should be printed in full.

261. The Commission expressed disappointment at this delay, and the hope that vigorous efforts would be made to complete the work in the near future.

⁹⁰ Report, sixteenth session, para. 222.

CHAPTER XII

UNITED NATIONS OPIUM PROTOCOL 1953⁹¹

262. In accordance with its decision, announced to the Commission at its seventeenth session⁹² by the observer for Greece, the Greek Government on 6 February 1963 deposited with the Secretary-General an instrument of ratification of the 1953 Protocol. This ratification brought the Protocol into force on 8 March, in accordance with the provisions of the treaty.⁹³

263. In accordance with instructions given by the Commission at its seventeenth session, three things were done by the secretariat to facilitate implementation of the new treaty. First, a letter was sent to the President of the International Court of Justice, requesting the appointment of an appeals committee as required by the Protocol.⁹⁴

264. Second, a circular letter was sent⁹⁵ to all governments advising them of the coming into force of the Protocol and including a list of parties thereto. The question whether a country is or is not a party to the Protocol has a material bearing on the provisions governing the international trade in opium.⁹⁶

265. Third, a document was submitted to the Commission containing suggestions⁹⁷ for revising the present form of annual reports⁹⁸ under the 1931 Convention,⁹⁹

in order to enable governments to furnish a single annual report on the implementation both of the old treaty and of the 1953 Protocol.¹⁰⁰ It was recalled in this connexion that the Council had invited¹⁰¹ States not parties to the Protocol to comply as far as possible with its provisions.

266. The principal changes required in the form were those concerned with the opium poppy and poppy straw. It had been necessary to formulate new questions to enable governments to report on the following matters: administrative arrangements for the control of opium cultivation and the opium trade in opium-producing countries; the control of poppy straw; the methods by which the cultivation of the poppy for purposes other than the production of opium would be controlled; the problem of addiction to opium through smoking and eating; and the disposal of seized opium.

267. The view was expressed that the questions suggested for inclusion in the form required improvement to bring them more into accordance with the spirit of the Protocol and to facilitate an effective implementation of the new treaty.

268. It was pointed out that the form would have to be adopted during the present session of the Commission, at least provisionally, to avoid delay in the commencement of annual reporting. Otherwise the first report could not cover the calendar year 1964.

269. It was therefore decided that the proposals for revising the present form of annual reports set out in document E/CN.7/451, annex I, should be adopted provisionally, and that the revised form should be communicated to governments for use in making their annual reports for 1964. Governments should also be

⁹¹ Agenda item 15 *bis* (E/CN.7/SR.516 and 522).

⁹² Report, seventeenth session, para. 256.

⁹³ Article 21.

⁹⁴ Article 12, para. 3 (b) (ii).

⁹⁵ E/CN.7/451, annex II.

⁹⁶ Article 6, paragraph 2 (a), provides that parties to the Protocol may import only opium produced in any one of the following countries which is a party to the Protocol: Bulgaria, Greece, India, Iran, Turkey, the USSR and Yugoslavia. Moreover, under paragraph 2 (b), opium may not be imported from any State which is not a party.

⁹⁷ E/CN.7/451, annex I.

⁹⁸ E/NR.FORM, of 29 July 1960.

⁹⁹ 1931 Convention, article 21.

¹⁰⁰ 1931 Convention, article 21, and 1953 Protocol, article 10.

¹⁰¹ Resolution 505 G (XVI) of the Economic and Social Council.

invited to send the Secretary-General their comments on the revised form in good time for consideration by the Commission at its next session, when the adoption of a definitive version of the document would be considered.

270. During this debate it was stated that the Protocol itself imposed no restriction on the right of a country to produce opium for domestic needs.¹⁰² The representative of Turkey said his country was in process of ratifying the treaty.

271. The representative of Yugoslavia expressed doubts

¹⁰² See, however, 1953 Protocol, article 6, para. 3.

as to the validity of the Protocol's entry into force, since of the three opium-producing countries, who by their adherence had brought about that result, two — namely, Iran and Greece — were in fact no longer opium producers.

272. The representative of Iran wished to place on record the fact that his country, although now a non-producer, had retained its legal position as an opium-producing country¹⁰³ and wished to preserve its right to produce opium for export.

¹⁰³ 1953 Protocol, article 5, para. 2.

CHAPTER XIII

TECHNICAL CO-OPERATION IN NARCOTICS CONTROL¹⁰⁴

273. The Commission had before it a report by the Secretary-General¹⁰⁵ giving information on technical assistance projects relating to narcotics control which were carried out in 1962 under General Assembly resolution 1395 (XIV) or under the Expanded Programme of Technical Assistance. The report also mentioned the projects planned for 1963 and gave a preliminary indication of the projects for 1964.

274. In 1962, one fellowship each was awarded to Indonesia and Mexico and three to Thailand, which also received the services of an expert. One fellowship to Turkey and the services of one expert provided to Iran under EPTA were continued during the year. Two regional projects were carried out under General Assembly resolution 1395 (XIV): (a) the Middle East Technical Assistance Mission on Narcotics Control (First Part);¹⁰⁶ (b) the Consultative Group on Coca Leaf Problems in Latin America. The first of these was completed in February/March 1962, the countries and territories covered being Aden, Bahrain, Dubai, Jordan, Kuwait, Libya, Saudi Arabia and the United Arab Republic. The report of this Mission was distributed to members of the Commission as a restricted document for their information, the Secretary-General having ascertained that the governments which had received the Mission had no objection to this procedure. The coca leaf meeting, the second regional project carried out in 1962, was held at Lima, Peru, in November and December 1962. Officials from Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Peru and the United States of America, and representatives of FAO, the ILO, UNESCO, UNICEF and WHO, as well as the Pan-American Sanitary Bureau, participated in the meeting. The report of the meeting¹⁰⁷ was placed before the Commission.

275. The programme for 1963 under General Assembly

¹⁰⁴ Agenda item 14; (E/CN.7/SR.511, 519 and 524).

¹⁰⁵ E/CN.7/441 and Add.1.

¹⁰⁶ Report No. TAO/ME/1, circulated under the symbol MNAR/9/63.

¹⁰⁷ Annex III to E/CN.7/441.

resolution 1395 (XIV) includes the second part of the Middle East technical assistance mission on narcotics control, a seminar on narcotics control problems in Africa, fellowships to China, Iran, Greece, Spain, Thailand, Turkey and the United Arab Republic, and the services of an expert to Thailand. Several other fellowships are also under discussion with the governments concerned. In addition, the services of the expert provided to Iran under EPTA are to be continued.

276. As regards the programme for 1964, two regional projects are under discussion with governments, namely, a consultative group on regional narcotics problems in Asia and the Far East, and a Latin American meeting to follow up the recommendations made by the consultative group on coca leaf problems which met at Lima in 1962. The number of requests from governments for experts and fellowships, particularly from countries in Africa, is expected to rise.

277. The work of assembling at the European Office of the United Nations a small library of films on various aspects of narcotics control, which had been begun in 1961, proceeded during 1962 and will be continued in future.

278. The Commission was informed that the first part of the Middle East technical assistance regional project was carried out in 1962. The work was undertaken by a group of experts chosen for their complementary specialities and national backgrounds, who were given the task of discussing with the governments concerned problems that were known to be interlocking; the aim being to make recommendations on a regional basis, and also specific recommendations addressed to individual countries. When the second part of this project is completed in 1963, it will have covered not only the area traditionally known as the Middle East, but also North Africa. At the meeting of the consultative group on coca leaf problems in Latin America, 1962, the countries concerned with the problem were represented. The report of this meeting, the documents it considered and the resolutions it adopted covered the many social and economic aspects of the problem of coca leaf chewing.

279. The programme of technical assistance in narcotics control was approved by the Commission as an essential activity, the need for which was likely to increase. Statements in the Commission also favoured maintenance of the general balance between the regional and country projects which had been reached in carrying out the programme.

280. The representative of Japan announced that his Government would be host to the proposed meeting in 1964 of the Consultative Group on Regional Narcotics Problems in Asia and the Far East.

281. The representative of India, while recognizing the value of regional projects, considered that they were concerned mainly with fact-finding and did not lead directly to better control; more weight might perhaps be given to specific projects for direct assistance of the type requested by Burma (see paragraphs 288-295 below), and assistance might include the supply of equipment as well.

282. The representative of Iran spoke of the problems engaging his Government's attention as a result of its ban on opium cultivation in 1955. He emphasized the necessity of close and effective liaison with the frontier authorities of Turkey and Afghanistan for stopping the flow of illicit opium into Iran. It was realized, however, that in view of the difficult problem presented by Badakshan and other areas where opium had become an illicit source of revenue, frontier control alone would not be enough. The recent increased influx of illicit opium, and the drain on Iran's gold reserves, were creating a critical situation; and unless more positive assistance could be provided by the United Nations, the Iranian Government might be obliged to revert to opium cultivation and to re-establish an opium monopoly.

283. The representative of ICPO said his organization would be prepared to co-operate with the projected meeting of the Consultative Group on Regional Problems in Asia and the Far East. As part of its own activities, ICPO proposed to hold a seminar on narcotics enforcement problems, which would probably take place in November 1964. He hoped the United Nations would be able to supplement the fellowships being offered by ICPO so as to enable participants from certain countries to attend the seminar.

284. Several delegates stressed the importance of the work done by the Consultative Group on Coca Leaf Problems in Latin America, which met at Lima in 1962. The recommendations of the Lima meeting had been very valuable. It was observed that seminars and study groups were an especially suitable form of technical assistance in dealing with the main narcotics problem of Latin America, and that they helped the governments concerned to develop effective and co-ordinated programmes for meeting the situation. The Lima conference had been particularly useful in reaffirming that coca leaf chewing was harmful and should be abolished. Brazil, Mexico, Peru and the United States of America introduced a joint draft resolution¹⁰⁸ along the lines of resolution G¹⁰⁹ adopted by the Lima Conference. The Commission, in its reso-

lution, expressed agreement with the recommendations of the Lima Conference and suggested that government officials of the American States concerned with the coca leaf problem should be brought together by the United Nations at a regional meeting in 1964 to review and evaluate progress made by individual countries in solving the coca leaf problem. The draft resolution invited the Economic and Social Council to recommend that periodical meetings of officials of the American States concerned be held to review the progress made by individual governments in solving the coca leaf problem, and that the General Assembly make an exceptional appropriation for 1964 to finance such a meeting that year. An amendment by the representative of India which sought to make it clear that this exceptional appropriation was requested of the General Assembly only "if necessary" was accepted by the co-sponsors.

285. A note by the Secretary-General on the financial implications of the regional coca leaf project proposed for 1964 was submitted to the Commission.¹¹⁰

286. The representatives of France, India and the United Kingdom stated that while they would vote for the resolution, they reserved the position of their governments on its financial implications when the resolution was considered by the Economic and Social Council, where an over-all view of technical assistance projects would necessarily have to be taken.

287. The resolution was adopted by 18 votes in favour, with two abstentions. It read as follows:

Resolution 3 (XVIII). Inter-American Seminar on the Coca Leaf

The Commission on Narcotic Drugs,

a. *Having noted with satisfaction* the report (E/CN.7/441, annex III) of the Inter-American Consultative Group on Coca Leaf Problems which met in Lima on 26 November-7 December 1962 and in which officials of Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Peru and the United States of America took part;

b. *Having studied* the resolutions adopted by the Consultative Group and annexed to its report, including in particular the recommendation that the government officials concerned of the American States meet periodically for the purpose of reviewing and evaluating the progress made by the individual countries in question with regard to the solution of the coca leaf problem;

c. *Considering* that such a meeting in autumn 1964 would be very helpful in stimulating further progress and co-ordinating regional action by exchange of the experiences gained by technical national officials;

d. *Having been informed* that the amount of US \$75,000 as appropriated in recent years for the special programme of technical co-operation in the field of narcotic drugs under General Assembly resolution 1395 (XIV) would not be sufficient to finance the meeting in 1964 in view of other commitments;

e. *Having also been informed* that the costs of the meeting would be US \$25,000;

f. *Agrees* with the recommendations of the Consultative Group; and

g. *Recommends* the adoption of the following resolution by the Economic and Social Council:

[For this part of the text of resolution 3 (XVIII) see Ch. XVI, draft resolution B. I]

¹⁰⁸ E/CN.7/L.263.

¹⁰⁹ E/CN.7/441, annex III.

¹¹⁰ E/CN.7/L.265.

288. Describing the opium situation in his country, the observer for Burma announced that his Government was requesting the services of a small group of technical experts to help in putting an end to poppy cultivation in the Kachin State. There were no difficulties arising from opium addiction or opium cultivation in Burma proper. The opium problems concerned two constituent parts of the Union of Burma—namely, the Shan State and the Kachin State—situated on the borders of Burma within the opium-growing area which extends into several countries. He recalled that besides having to cope with these inherited problems, the Government of Burma had since 1948 also had to carry on in its territory the struggle against the forces of separatism and foreign intervention. The political and administrative situation in the Shan State, although greatly improved, had not yet been fully stabilized. Fortunately, the Kachin State did not raise any problems of this nature.

289. Burma permitted opium cultivation in the Shan State east of the Salween River. In the Kachin State, opium was grown in the hill areas adjacent to the Chinese border, and also in the Hukawng Valley for local consumption. The Kachin authorities had embarked upon a programme for the abolition of opium cultivation and consumption, and had set up a committee to study all aspects of the problem. The committee had requested assistance from the Union Government. It had been decided to concentrate first on the eradication of opium cultivation in the Hukawng Valley.

290. The observer for Burma stated that his Government would like the United Nations to consider the possibilities of giving technical assistance to advance this project. The assistance might take the form of sending a small group of technical experts to aid the Union Government in making a survey of the economic and social needs of the Hukawng Valley, including crop substitution, and the treatment and rehabilitation of addicts. The group might also advise on the administrative machinery required and it could make suggestions regarding such further international assistance as would be necessary.

291. A number of delegations expressed interest in the statement by the observer for Burma, and supported the suggestion that the Government of Burma should be granted technical assistance for this purpose.

292. A draft resolution endorsing the Burmese request was introduced by India, the United Kingdom and Yugoslavia.¹¹¹ The draft resolution proposed the adoption by the Economic and Social Council of a resolution which would invite the Secretary-General of the United Nations, the Food and Agriculture Organization and the World Health Organization, and in particular the technical co-operation authorities concerned, to give favourable consideration to a request of Burma for assistance in making the survey suggested by the observer for Burma, and which would recommend the General Assembly to appropriate additional funds, if necessary, for financing the assistance required for such a proposal. On behalf of the sponsors, attention was drawn to the extreme importance of eradicating opium cultivation

in South-East Asia, and particularly in the more remote parts, so as to reduce the large volume of illicit traffic in opium and opiates emanating from the region. The survey requested by Burma was a first step towards the abolition of that opium production. It would be beneficial not only to Burma but also to many other countries which would profit from a resulting reduction in the illicit traffic in opiates; and it therefore deserved all possible support. A note by the Secretary-General on the financial implications of the proposed project was submitted to the Commission.¹¹² The representatives of France, India and the United Kingdom again reserved the position of their governments on the financial implications. The representative of Yugoslavia observed that the Economic and Social Council's decisions on this resolution and on the one which the Commission had adopted immediately before on the Latin American project would be governed by the general technical assistance situation.

293. The WHO representative, noting that his organization was mentioned as one of the specialized agencies which would be requested to participate in the survey, stated that WHO had no special funds for technical assistance in narcotics control. Consequently, its participation in the Burmese project would have to be carried by the general WHO technical assistance budget. Allotments from that budget were made for such purposes only in the case of high priority projects, and he hoped the formulation of the Burmese request would enable such priority to be given to the project and that the request would be made at an early date.

294. The FAO representative said that FAO would certainly do its best to advise on the agricultural aspects, particularly crop substitution, as outlined in the preliminary document on the subject placed before the Commission.¹¹³

295. The draft resolution was approved by 19 votes in favour, with one abstention. It read as follows:

Resolution 4 (XVIII). Survey of economic and social requirements of an opium-producing region in Burma

The Commission on Narcotic Drugs,

Having heard with satisfaction the statement of the observer for Burma that the Government of his country intends to ask the United Nations to undertake, in co-operation with the United Nations Food and Agriculture Organization and the World Health Organization, a survey of the economic and social needs of one of the opium-producing regions of Burma with a view to abolishing cultivation of the opium poppy, to creating alternative means of livelihood in industry, handicrafts or agriculture for individuals affected and to suppressing addiction;

Considering that economic and social development leading to the abolition of opium production and of addiction in such a region would not only benefit Burma, but also lead to a reduction of the illicit traffic in the opiates and thus be of advantage to many other countries;

Recommends to the Economic and Social Council the adoption of the following resolution:

[For this part of the text of resolution 4 (XVIII) see ch. XVI, draft resolution B.II]

¹¹¹ E/CN.7/L.264.

¹¹² E/CN.7/L.266.

¹¹³ E/CN.7/454.

296. The representative of Poland said he had abstained from voting not because of any doubt regarding the value of the project, but because he considered the timing unsuitable in view of the existing pressure on United Nations funds.

297. The Commission's attention was drawn to the study being made by the Council's Technical Assistance Committee, in accordance with General Assembly resolution 1768 (XVII), of the rationalization of activities under the current technical assistance programmes. The Commission requested the Secretary-General to

draw that Committee's attention, as early as possible, to the particular assistance needs of the Andean region of South America and of Burma, and to the two resolutions which the Commission had adopted on the assistance to be granted in that connexion. The Technical Assistance Committee would then be in a position to take those needs into account when, at its forthcoming session in 1963, it undertook, as requested by the General Assembly, its study of the relationship between the various United Nations technical assistance programmes under its mandate and the regular budget programmes.

CHAPTER XIV

PROGRAMME AND PRIORITIES; CONTROL AND LIMITATION OF DOCUMENTATION ¹¹⁴

Programme and priorities in the field of narcotic drugs

298. The Commission considered the programme and priorities in the field of narcotics control in the light of the list of priorities established at its seventeenth session and approved by the Council at its thirty-fourth session, and of the relevant Council and General Assembly resolutions.¹¹⁵

299. The representative of the Secretary-General drew the Commission's attention to Council resolution 936 (XXXV), to document E/3741 ("Integrated programme and budget policy") and to document E/3702 ("Work of the Council in 1963"); and expressed his views on effective United Nations action, on the various new projects proposed during the Commission's present session, and on the possibility of combining those projects with other United Nations projects.

300. The Commission discussed what steps could be taken to meet the request of the Council in resolution 936 (XXXV), part I, paragraph 1. It was unanimously of the opinion that annual sessions of the Commission were essential to the functioning of the international narcotics control system. This was particularly true in view of the annual reporting cycle under the narcotics treaties and the Commission's specific executive functions as well as its responsibilities for the study of various problems.

301. The Commission considered, however, that it might be possible to reduce the duration of its annual session by abolishing the meeting of its Illicit Traffic Committee held in advance of the session. Some delegates were of the opinion that such a step might complicate the Commission's work, particularly in view of the timing of reports and documents. Nevertheless, the Commission decided that for the coming year there should be no meeting of the Illicit Traffic Committee. It requested the Secretariat to prepare, for consideration by the Commission at its nineteenth session, a draft

report on the illicit traffic situation, along the lines of the Illicit Traffic Committee's current report to the Commission. The Commission noted that such a report by the Secretariat could not reach representatives before their arrival in Geneva. The work of the Secretariat would be greatly facilitated by the punctual submission of government reports (chapter XI).

302. The Commission then considered the measures it might take pursuant to the request in Council resolution 936 (XXXV), part II, paragraph 4. It made some changes to the list of priorities it had previously established, and unanimously decided to recommend the following order of priorities:

FIRST PART

Continuing functions

First priority

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

SECOND PART

Continuing projects

First priority

- (b) Abuse of drugs (drug addiction);
- (c) Scientific research on opium;
- (d) The problem of the coca leaf;
- (e) The problem of cannabis;
- (f) Scientific research on cannabis;
- (g) Barbiturates;
- (h) United Nations *Bulletin on Narcotics*;
- (i) Questions relating to control of other substances (amphetamines, tranquillizers, khat, etc.);

Second priority

- (j) The problem of synthetic and other new drugs;
- (k) Scientific research on the identification of manufactured narcotic drugs;
- (l) Narcotics bibliography.

¹¹⁴ Agenda item 16; (E/CN.7/SR.524).

¹¹⁵ E/CN.7/444.

THIRD PART

Ad hoc projects

First priority

- (m) Preparations for the coming into force of the 1961 Convention — legal commentary and administrative guide;
- (n) Preparations for the implementation of the 1953 Protocol.

303. The "first part" in paragraph 302 above refers to functions in which the Commission and the Secretariat act as treaty organs. The Commission judged it convenient for the present purposes to present the several items of work relating thereto as a single comprehensive group. All the items in this group are compulsory; taken together they represent a large proportion of the work load of the Division.

304. In accordance with previous practice, the comments and recommendations of the Commission regarding technical co-operation in the field of narcotics control

— which may affect several subjects in the list — are set forth in chapter XIII, on technical co-operation.

Control of limitation of documentation

305. The Commission's attention had been drawn at its fourteenth and subsequent sessions to General Assembly resolution 1272 (XIII) on "Control and limitation of documentation", which, *inter alia*, requested United Nations organs to place on their agenda an item relating to the control and limitation of their own documentation.

306. The steps taken during recent years to control the volume of documents of the Commission were set out for the fifteenth session of the Commission in document E/CN.7/381 and Corr.1, and referred to in paragraph 268 of the Commission's report to the Council (E/3385). These measures are being maintained.

307. The Commission noted the efforts of the Secretary-General to keep documents as short as possible consistent with the purpose for which they are designed.

CHAPTER XV

LIST OF RESOLUTIONS ADOPTED BY THE COMMISSION

Number	Title	Reference
1 (XVIII)	Review of the Commission's work during its first twenty sessions	Ch.II, para. 77.
2 (XVIII)	Illicit traffic in the Far East	Ch.III, para. 107.
3 (XVIII)	Inter-American Seminar on the Coca Leaf	Ch.XIII, para. 287; Ch.XVI, B.I.
4 (XVIII)	Survey of economic and social requirements of an opium-producing region in Burma	Ch.XIII, para. 295; Ch.XVI, B.II.

CHAPTER XVI

DRAFT RESOLUTIONS RECOMMENDED BY THE COMMISSION FOR ACTION BY THE ECONOMIC AND SOCIAL COUNCIL

A

Report of the Commission on narcotic drugs ¹¹⁶

The Economic and Social Council

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

B

Technical Co-operation in Narcotics Control

I. *Inter-American Seminar on the Coca Leaf* ¹¹⁷

The Economic and Social Council

A. *Considering* the importance of a solution of the coca leaf problem for the economic and social development of the countries in the Andean region;

B. *Realizing* that the solution of the problem would contribute to the integration of the Indian population in the national life of their countries and also to the elimination of the illicit traffic in cocaine;

C. *Taking into account* that the exchange of experiences in dealing with the coca leaf problem by the national technical officials concerned would contribute to better progress in this field;

D. *Holding* that a meeting of such officials would be particularly suitable for this purpose of training;

E. *Having been informed* that the amount of US \$75,000 as appropriated in recent years for the special programme of technical co-operation in the field of narcotic drugs under General Assembly resolution 1395 (XIV) would not be sufficient to finance the meeting in 1964 in view of other commitments;

1. *Recommends* that the government officials concerned of the American States meet periodically for the purpose of reviewing and evaluating the progress made by the

¹¹⁶ E/3775; E/CN.7/455.

¹¹⁷ See para. 287.

individual countries in question with regard to the solution of the coca leaf problem, and also to the elimination of the illicit traffic in cocaine; and

2. *Recommends* to the General Assembly the exceptional appropriation for 1964, if necessary, of sufficient funds for this meeting, in 1964, in addition to the US \$75,000 regularly appropriated for the special programme of technical co-operation in the field of narcotic drugs under General Assembly resolution 1395 (XIV), in so far as the additional sum cannot be obtained from savings from other appropriations.

II. *Survey of Economic and Social Requirements of an opium-producing Region in Burma*¹¹⁸

The Economic and Social Council

Having been informed that the Government of Burma intends to undertake, with the assistance of the United Nations and other international organizations, a survey of the economic and social needs of one of its opium-producing regions, with a view to facilitating the abolition of poppy cultivation and addiction by measures

¹¹⁸ See para. 295.

of economic and social development offering the individuals affected alternative means of livelihood in industry, handicrafts and agriculture;

Considering that the economic and social development of such a region would be beneficial not only to Burma but also to many other countries which would profit from a resulting reduction in the illicit traffic in opiates;

Invites the Secretary-General of the United Nations, the Food and Agriculture Organization, the World Health Organization and, in particular, the technical co-operation authorities of the organizations of the United Nations family to give favourable consideration to a request of the Government of Burma for assistance in such a survey;

Recommends to the General Assembly of the United Nations to appropriate, in addition to the US \$75,000 regularly appropriated for the special programme of technical co-operation in the field of narcotic drugs under General Assembly resolution 1395 (XIV), such funds for the survey, if requested, as might be necessary for rendering the requested assistance, taking into account any savings from other appropriations which may become available, but without otherwise diminishing the aid to be given to Burma.

ANNEXES

ANNEX I

TABLE SHOWING PRESENT MEMBERSHIP OF THE COMMISSION AND DATES OF EXPIRATION OF TERMS OF OFFICE

	<i>Term of office expires on 31 December</i>		<i>Term of office expires on 31 December</i>		<i>Term of office expires on 31 December</i>
Brazil	1964	Morocco	1965	* United Kingdom of Great Britain and Northern Ireland	1963
Canada	1964	Mexico	1965	Ireland	1964
* China	1963	Peru	1964	Switzerland	1963
United States of America	1964	* Poland	1963	* Turkey	1963
France	1964	Republic of Korea	1965	* Union of Soviet Socialist Republics	1963
Hungary	1965	Federal Republic of Germany	1965	Yugoslavia	1964
* India	1963	many	1965		
Iran	1965	United Arab Republic ..	1965		
* Japan	1963				

* At its 35th session (E/SR.1259), the Council re-elected China, India, Japan, Turkey, the Union of Soviet Socialist Republics and the United Kingdom of Great Britain and Northern Ireland for three years as from 1 January 1964. It also elected Ghana for the same period.

ANNEX II

FINANCIAL IMPLICATIONS OF DECISIONS TAKEN BY THE COMMISSION AT ITS EIGHTEENTH SESSION

Statement by the Secretary-General

TECHNICAL CO-OPERATION IN NARCOTICS CONTROL

Inter-American Seminar on the Coca Leaf^a

1. It is envisaged that the seminar would be organized for the autumn of 1964 along the same lines as that which took place in Lima, Peru, from 26 November to 8 December 1962.

2. The duration would be for two weeks. The location would be one of the capitals of the principal coca leaf producing countries, and the Secretariat would be composed of four staff members of the Division of Narcotic Drugs. Two expert consultants would be provided. The United Nations would pay for the participation and subsistence of two officials from each of the countries principally affected and one from each of the countries marginally involved, including some of those which are the principal victims of illicit traffic in cocaine in the western hemisphere.

3. The total cost of the seminar is estimated at \$25,000, apportionable as follows:

	<i>Dollars</i>
Travel	11,000
Subsistence	6,000
Salaries and wages	2,000
Interpretation	4,000
Miscellaneous (including \$1,000 for reproducing the report)	2,000

4. It is assumed that the host government would provide local assistance, such as the provision of a meeting hall.

Survey of economic and social requirements of an opium-producing region in Burma^b

1. It is envisaged that a team of four experts would visit the Kachin State area for a period of some four weeks and, in addition, would spend a further week in consultation with officials in Rangoon and a final week completing their report in Rangoon.

2. The team would consist of five staff members (three from the United Nations and one each from WHO and FAO), and one specially recruited technical assistance expert.

3. Assuming that the only additional salary cost involved would be the cost of the expert, the total costs of the survey are estimated at \$13,000, apportionable as follows:

	<i>Dollars</i>
Salaries and wages	1,200
Travel (including air travel within Burma)	7,300
Subsistence	3,800
Miscellaneous (including \$500 for reproducing the report)	700
	<hr/> 13,000

4. It is assumed that the Government of Burma would provide local assistance as required, including interpretation and local transportation facilities in the region.

^a See Ch. XIII, paras. 284-287.

^b See Ch. XIII, paras. 288-294.

ANNEX III

LIST OF DOCUMENTS RELEVANT TO THE REPORT OF THE COMMISSION

Chapter	Documents
I. Organization and administrative matters	
Adoption of the agenda	Provisional agenda: E/CN.7/433 and Add.1-2 Provisional time-table: E/CN.7/L.258
Adoption of the Commission's report to the Council on its eighteenth session	E/CN.7/L.259 and Add.1-21
II. Implementation of the treaties and international control	
Report of the Division of Narcotic Drugs	Report of the Division of Narcotic Drugs: E/CN.7/434 and Add.1
List of Drugs	List of drugs under international control: E/CN.7/434/Add.2
Signatures, ratifications, acceptances, accessions and declarations concerning the multilateral treaties on narcotic drugs	Status of multilateral narcotics treaties: E/CN.7/434/Add.3
Manufacture of narcotic drugs	Note by the Secretary-General: E/NF.1962/1 and Corr.1
National authorities empowered to issue authorizations for the import and export of narcotic drugs	Note by the Secretary-General: E/NA.1963/1 and Add.1
Multilingual list of drugs under international control	<i>Narcotic Drugs under International Control (Multilingual List)</i> : E/CN.7/436; United Nations publication, Sales No. 63.XI.2
Annual reports of governments	<i>Summary of annual reports of Governments for 1961</i> : E/NR.1961/Summary and Add.1; United Nations publication, part I (Sales No. 63.XI.6) and part II (Sales No. 63.XI.7)
National laws and regulations	<i>Cumulative Index 1947-1962</i> : E/NL.1962/Index. United Nations publication, Sales No. 63.XI.8
Report of the Permanent Central Opium Board ..	Summary tabulation of changes in national schedules of drugs: E/CN.7/435 <i>Report to the Economic and Social Council on the Work of the Board in 1962</i> : E/OB/18 and addendum. United Nations publications, Sales No. 63.XI.3 and addendum.
Statement of the Drug Supervisory Body	Communication from the Permanent Central Opium Board and Drug Supervisory Body: E/CN.7/452 <i>Estimated World Requirements of Narcotic Drugs in 1963</i> : E/DSB/20. United Nations publication, Sales No. 63.XI.1
Appointment of a member of the Drug Supervisory Body	Communication from the Permanent Central Opium Board and Drug Supervisory Body: E/CN.7/452
Hexalgon	Note by the Secretary-General: E/CN.7/446
III. Illicit traffic	Statement by the representative of the World Health Organization: E/CN.7/L.260
Reports on the illicit traffic in 1962	Review of the illicit traffic in narcotic drugs during 1962: E/CN.7/443 Memorandum by the International Criminal Police Organization on the illicit traffic in 1962: E/CN.7/447 Illicit Traffic in South-East Asia: Note by the Secretary-General: E/CN.7/440 Illicit Traffic in the Far-East: Note by the Secretary-General: E/CN.7/453 A socio-economic Survey of the Hill Tribes in Northern Thailand: Communication from the Government of Thailand: E/CN.7/450 Chapters XI of annual reports for 1962: E/CN.7/R.13 and Add.1-60 Summaries of reports on illicit transactions and seizures: E/NS.1962/Summaries 3-12 E/NS.1963/Summaries 1-3 Report of the Committee on Illicit Traffic: E/CN.7/L.255 Statement by the United States delegation on illicit traffic: E/CN.7/L.256 Statement by the delegation of the United Kingdom on illicit traffic in Hong Kong: E/CN.7/L.262 Draft resolution by Canada, India, United Kingdom: E/CN.7/L.261/Rev.2

ANNEX III (continued)

Chapter	Documents
IV. Abuse of drugs (drug addiction)	Note by the Secretary-General: E/CN.7/439 and Corr.1 (F only)
V. Opium and opiates (including scientific research on opium)	
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XI. Preparations for the coming into force of the 1961 Convention	Preparations for the coming into force of the 1961 Convention: Procedure for election of the members of the International Narcotics Control Board: E/CN.7/448 (i) Form and dates of information to be furnished to the Secretary-General; (ii) Form of Import Certificate: E/CN.7/449 Draft Guide to the 1961 Convention: E/CN.7/438 Single Convention on Narcotic Drugs, 1961: E/CONF.34/22 Final Act and Resolutions of the United Nations Conference for the Adoption of a Single Convention on Narcotic Drugs: E/CONF.34/23
XII. Preparations for the implementation of the 1953 Protocol	Note by the Secretary-General: E/CN.7/451 and Corr.1 and 2 (F only) Opium Protocol of 23 June 1953: E/NT/8
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