

INTERNATIONAL NARCOTICS CONTROL BOARD

Geneva

**Report of the International Narcotics
Control Board**

for 1972



UNITED NATIONS

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TABLE OF CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
FOREWORD		1
Membership of the Board		2
Sessions in 1972		5
Representation at International Conferences		5
Nomenclature of countries and territories		6
GENERAL SITUATION	1 - 8	7
THE ROLE OF THE BOARD	9 - 12	8
STATUS OF CONVENTIONS	13 - 17	9
CONSPECTUS OF DEVELOPMENTS DURING THE YEAR	18 - 30	10
RESPONSES BY AND ON BEHALF OF THE GENERAL COMMUNITY	31 - 38	13
SUMMARY ACCOUNT OF DRUGS UNDER INTERNATIONAL CONTROL	39 - 56	15
Opium, Morphine and Heroin	39 - 45	15
Cannabis	46 - 50	16
Coca Leaf and Cocaine	51 - 56	17
OPERATION OF DRUG CONTROL SYSTEM IN 1972	57 - 109	19
Reports received	57 - 62	19
Turkey	63 - 65	20
Afghanistan	66 - 70	20
Pakistan	71 - 73	21
Iran	74 - 76	22
Burma	77 - 80	22
Laos	81	23
Thailand	82 - 83	23
Republic of Viet-Nam	84	24
Nepal	85 - 87	24
Lebanon	88	24
Morocco	89	25
Peru	90 - 91	25

	<u>Paragraphs</u>	<u>Page</u>
Bolivia	92 - 93	25
Ecuador	94 - 95	26
Colombia	96	26
Brazil	97	26
Uruguay	98	26
United States of America	99 -102	27
European Economic Community	103	27
France	104	27
Germany, Federal Republic of	105 -106	28
China	107 -109	28
THE UNITED NATIONS FUND FOR DRUG ABUSE CONTROL	110 -111	29
1971 CONVENTION ON PSYCHOTROPIC SUBSTANCES	112 -116	30
1972 PROTOCOL AMENDING THE 1961 SINGLE CONVENTION ON NARCOTIC DRUGS	117 -125	31
ADMINISTRATIVE MATTERS	126	32
PATTERNS AND CHARACTERISTICS OF DRUG ABUSE	127 -130	33
NEED FOR STILL GREATER EFFORTS BY GOVERNMENTS	131	33

ABBREVIATIONS

The following abbreviations are used except where the context otherwise requires:

<u>Abbreviation</u>	<u>Full Title</u>
Board	International Narcotics Control Board
1912 Convention	International Opium Convention signed at The Hague on 23 January 1912.
1925 Agreement	Agreement concerning the Manufacture of, Internal Trade in and Use of Prepared Opium, signed at Geneva on 11 February 1925, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946.
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.
1931 Agreement	Agreement for the Control of Opium Smoking in the Far East, signed at Bangkok on 27 November 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 signed at Paris on 19 November 1948 bringing under international control drugs outside the scope of the Convention of 13 July 1931 for limiting the manufacture and regulating the distribution of narcotic drugs, as amended by the Protocol signed at Lake Success, 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, signed at New York on 30 March 1961.
1971 Convention	Convention on Psychotropic Substances, signed at Vienna on 21 February 1971.
1972 Protocol	Protocol amending the Single Convention on Narcotic Drugs, 1961, signed at Geneva on 25 March 1972.

FOREWORD

The annual reports on the work of the International Narcotics Control Board are prepared in conformity with the 1961 Convention and earlier treaties on narcotic drugs */ which call for annual reports on the working of the international narcotics control system. Article 15 of the 1961 Convention prescribes that "The Board shall prepare an annual report on its work and such additional reports as it considers necessary".

This report is the second to be submitted by the present members of the Board, who entered into office in March 1971 as a result of the election held by the Economic and Social Council of the United Nations in May 1970.

During the course of each year the Board receives, by means of periodical formal reports and otherwise, a considerable body of documentation on most aspects of production, manufacture and utilization of narcotic drugs and on seizures in the illicit traffic. In its annual reports it provides for the information of the Economic and Social Council and its Commission on Narcotic Drugs, of governments and the public at large, a digest of this material and an assessment of the current situation; and it records the manner in which governments have complied with the terms of the international treaties on narcotic drugs. The reports also enable the Board to portray particular trends in various aspects of the problem relating to these substances and to propose remedial measures where these may seem desirable.

For a full appreciation of the narcotic situation during the year, the Report should be studied in conjunction with three further documents which the treaties require the Board to publish each year, namely:

- (a) The "Estimated World Requirements of Narcotic Drugs and Estimated Production of Opium", with its four supplements containing additional and revised estimates received during each quarter of the year under review;

*/ A list of these treaties is found on page VI of this report. Earlier reports of particular importance prepared by the Board and its predecessor body, the Permanent Central Narcotics Board, included: An analysis of the 1953 Protocol (Report of the Permanent Central Narcotics Board for 1964 - E/OB/20, paras. 4 to 25); An analysis of the 1961 Convention (Report of the Permanent Central Narcotics Board for 1965 - E/OB/21, paras. 7 to 103); A brief history of international control on narcotic drugs (Final Report of the Permanent Central Narcotics Board, November 1967 - E/OB/23-E/DSB/25, paras. 25 to 57); A study of the responsibilities of Parties and of the Board under the international narcotics treaties (First Report of the Board - E/INCB/1, paras. 1 to 5).

- (b) The "Statistics on Narcotic Drugs with Maximum Levels of Opium Stocks", which shows the licit movement of narcotic drugs from production of the raw material to consumption of the finished product, reviews trends in this movement, and reports quantities seized in the illicit traffic; and
- (c) The "Comparative Statement of Estimates and Statistics on Narcotic Drugs", which is a record of the movement of narcotic drugs in each country or territory, and also depicts how far governments have kept their manufacture, import, utilization and stocks within the limits established under the terms of the international treaties and how far they have accounted for the quantities available within their respective jurisdictions.

Membership of the Board

Article 10 of the 1961 Convention provides that the members of the Board shall be elected by the Economic and Social Council for a term of three years. At its resumed forty-eighth session (May-June 1970), the Council elected the following members who entered on their current term of office on 2 March 1971:

Professor Michel A. ATTISSO

Professor at the Faculty of Pharmacy of Montpellier (France); Professor at the Joint Faculty of Medicine and Pharmacy of Dakar (Senegal); Lecturer at the School of Medicine of the Togo; Head Pharmacist of the University Hospital Centre of Montpellier (on secondment); Expert in pharmacology and toxicology for proprietary pharmaceutical preparations (French Ministry of Public Health and Social Security); Expert of the World Health Organization on the advisory panel on the International Pharmacopoeia and Pharmaceutical Preparations; Former Chairman of the Scientific Council of the Organization of African Unity; Vice-President of the International Union for Health Education; Fellow (foreign) of the Academy of Pharmacy (Paris, France). Member of the Board since 1968. Vice-President of the Board.

Dr. Nikolai K. BARKOV

Senior Scientist and former Scientific Secretary, Institute of Pharmacology, Academy of Medical Sciences, Moscow; member of the Pharmacological Society of the USSR; member of the Moscow Pharmacological Society. Member of the Commission of Side Drug Action of the Ministry of Public Health of the USSR.

Dr. Fortunato CARRANZA

Former Vice-Dean and former Dean of the National University of San Marcos; Honorary Professor, University of San Marcos; Chairman of the Fourth Congress of Chemistry, Lima, 1953; former Director of the Control Laboratories for Industrialization of the Coca Leaf, Peru; former member at various scientific

congresses, national and foreign; fellow of the Society of Chemical Experts of France; founder and Director of the Chemical Society of Peru; member of various scientific and cultural institutes of Europe and the Americas; Commander of the Palms Académiques, France, and of Palmas Magisteriales, Peru; advisor to various meetings on narcotics held in Latin America under the auspices of the United Nations.

Professor Pietro DI MATTEI

Professor of Pharmacology, Faculty of Medicine of the University of Rome; Vice-President of the High Council of Public Health; President of the Accademia Medica di Roma; member of the Permanent Commission of the Official Pharmacopoeia; fellow (foreign) of the Accademia nazionale dei Lincei; member of the Medical Academy of Paris; member of the Royal Academy of Sciences, Belgium; member of the National Academy of Pharmacy, Madrid; founder and director since 1965 of the National Centre for the study of Dependence on Drugs and Psychotropic Substances. Gold Medal of the Cultural Merit; Gold Medal of the Merit of Public Health; Commander of the Order of the Republic; Officer of the Légion d'Honneur; Gold Medal of the City of Rome for the Fight against Drug Abuse.

Professor Marcel GRANIER-DOYEUX

Member of the World Health Organization Expert Advisory Panel on Drug Dependence; Member of the World Health Organization Expert Committee on Dependence-Producing Drugs; former President, National Academy of Medicine of Venezuela; Vice-President of the National Academy of Physical, Mathematical and Natural Sciences of Venezuela; former Professor and Chairman, Department of Pharmacology and Toxicology, Faculty of Medicine, Central University of Venezuela; Fellow (Foreign) of the Academy of Pharmacy (Paris, France); Fellow (Foreign) of the Royal National Academy of Medicine (Madrid, Spain); Fellow (Foreign) of the Brazilian Academy of Pharmacy; Fellow (Foreign) of the Argentine Scientific Society; Fellow (Foreign) of the Brazilian Society of Chemistry; Fellow of the Panamerican Academy for the History of Medicine; former President of the Venezuelan Society for the History of Medicine; Fellow (Foreign) of the Brazilian Institute for the History of Medicine; Fellow (Foreign) of the Academy of Medicine of Zulia; former President of the Venezuelan Society for Allergology; Associate Fellow of the Venezuelan Society of Neurology and Psychiatry; Fellow of the Panamerican Association of Allergology; Fellow of the Panamerican Medical Association; Honorary Member of the College of Pharmacy (Caracas, D.F. Venezuela); Fellow of the College of Physicians (Caracas, D.F., Venezuela); former Chief, Section on Pharmacology of the National Institute of Health (Venezuela); former Professor of Pharmacology at the Faculty of Pharmacy of the Central University of Venezuela and of the Faculty of Pharmacy of the Catholic University "Andrés Bello"; Comendador de la Orden del Libertador "Simon Bolivar" (Venezuela); Comendador de la Orden Hipolito de Unamue (Peru); Comendador de la Orden de San Carlos (Colombia); Oficial de la Orden del Mérito Carlos J. Finlay (Cuba); Ambassador Extraordinary and Plenipotentiary. Vice-President of the Board since 1968.

Sir Harry GREENFIELD, C.S.I., C.I.E.

Bank and company director in the United Kingdom. Formerly Chairman, Central Board of Revenue, Government of India, Delhi. Representative of India on the United Nations Commission on Narcotic Drugs in 1946. Vice-President of the Permanent Central Narcotics Board from 1948 to 1952 and its President from 1953 to 1968; Chairman of the Institute for the Study of Drug Dependence, United Kingdom. President of the Board since 1968.

Professor Takanobu ITAI

Professor of Organic Analytical Chemistry at Showa College of Pharmaceutical Sciences, Tokyo; member of the Central Pharmaceutical Affairs Council of Japan; Counsellor of the Pharmaceutical Society of Japan; member of the Food Hygienic Society of Japan; member of the Society of Japanese Pharmacopoeia; member of the American Chemical Society; former Director of the National Institute of Hygienic Sciences, Osaka Branch; former member of the Expert Committee on International Pharmacopoeia of the World Health Organization.

Professor Sukru KAYMAKÇALAN

Chairman of the Department of Pharmacology, Medical Faculty of Ankara University; member of the World Health Organization Expert Advisory Panel on Drug Dependence; Member of the Sciences Board, the Scientific and Technical Research Council of Turkey; member of the Turkish Academy of Medicine; member of the Turkish Pharmacopoeia Commission; member of the International Society for Biochemical Pharmacology; member of the New York Academy of Science; member of the American Association for the Advancement of Science; member of the Technical Committee during the Conference of the United Nations for the Adoption of a Single Convention on Narcotic Drugs, 1961. Member of the Board since 1968.

Mr. E.S. KRISHNAMOORTHY

Formerly Chairman, Central Board of Revenue, Government of India, Delhi. Representative of India on the United Nations Commission on Narcotic Drugs, 1952 to 1954 and 1960, and leader of the Indian Delegation to the United Nations Opium Conference of 1953. Former Indian Trade Commissioner with Japan. Former Indian Consul-General, Shanghai; member of the Permanent Central Narcotics Board from 1960 to 1968; Vice-President of the Drug Supervisory Body from 1963 to 1968. Member of the Board since 1968.

Professor Paul REUTER

Professor in the Faculty of Law and Economics, Paris; member of the Permanent Court of Arbitration, The Hague; member of the United Nations International Law Commission; member of the Permanent Central Narcotics Board from 1948 to 1968 and its Vice-President from 1953 to 1968. Member of the Board since 1968.

Mr. Leon STEINIG

Former Senior Member, Dangerous Drugs Section, League of Nations; in charge of the Branch Office of the Drug Supervisory Body in Washington, D.C.; former Director, Division of Narcotic Drugs; former Acting Principal Director and former Acting Assistant Secretary-General in charge of the Department of Social Affairs, United Nations Secretariat. Former Senior Advisor, Department of Technical Assistance, International Atomic Energy Agency; member of the Permanent Central Narcotics Board from 1963 to 1968. Member of the Board since 1968 and its Rapporteur from 1968 to 1970.

At its tenth session, in May 1972, the Board re-elected Sir Harry Greenfield, President and Professor Granier-Doyeux, Vice-President; it also elected Professor Attisso Vice-President. These mandates will end on the eve of the first session of the Board in 1973.

Sessions in 1972

The Board held its tenth session from 23 May to 1 June and its eleventh session from 23 October to 15 November 1972. The Secretary-General of the United Nations was represented at these sessions, respectively, by Dr. V. Kusević, Director of the Division of Narcotic Drugs, and by his successor, Dr. S. Martens. The World Health Organization was represented by Dr. V. Fattorusso, Director of the Division of prophylactic and therapeutic substances, by Dr. D.C. Cameron, Chief, Drug Dependence and Alcoholism Unit, and by Dr. T. Chrusciel, member of the Unit of drug evaluation and monitoring.

Representation at International Conferences

The Board was appropriately represented by its officers and/or members of the Board and/or members of its Secretariat at the following international conferences: United Nations Conference to consider amendments to the Single Convention on Narcotic Drugs, 1961 (Geneva, March 1972); Fifty-second session of the Economic and Social Council (New York, May-June 1972); ad hoc inter-agency Meeting on Narcotic Questions of the Administrative Committee on Co-ordination of the United Nations (Geneva, July 1972); ad hoc Committee on Illicit Traffic in the Near and Middle East of the Commission on Narcotic Drugs (March and October 1972); United Nations Social Defence Research Institute (UNSDRI): International Consortium on Drug Abuse (Rome, January 1972) organized under the auspices of the United Nations Social Defence Research Institute and the Institute for Public Policy Analysis of Stanford University (USA). World Health Organization: 25th World Health Assembly (Geneva, May 1972); 49th and 50th sessions of the Executive Board (Geneva, January and May 1972). Council of Europe: Sub-Committee X of the European Committee on Crime Problems (Penal Aspects of Drug Dependence) (Strasbourg, January 1972); Symposium on Drug Dependence (Strasbourg, March 1972). Customs Co-operation Council: 39th and 40th sessions (Brussels, April 1972); Nomenclature Committee (Brussels, April 1972); Meeting of representatives

of Customs Investigation Services (Bonn, May 1972). World Congress of Psychiatry (Mexico, November-December 1971). International Council on Alcohol and Addictions: 30th International Congress on Alcoholism and Drug Dependence (Amsterdam, September 1972). Second International Congress of Drug Abuse and Addiction (Paris, September 1972). International Medical Association for the Study of Living Conditions and Health: Sixth International Congress (Varna, October 1972).

Nomenclature of countries and territories

In referring to political entities, the Board is guided by the rules governing the practice of the United Nations and the nomenclature thus employed does not imply the expression of any opinion whatsoever concerning the legal status of any country or territory or of its authorities, or concerning the delimitation of its frontiers.

GENERAL SITUATION

1. In broad terms the pattern of drug abuse in 1972 has followed the trends observed in recent years. At all points there has been expansion: in volume; in geographical extent; in the number of people affected. The most disturbing aspect has been the increasing resort to heroin, not only in urban areas of industrialized countries but also in developing countries. Another disquieting feature is the reappearance of cocaine in the illicit market which was mentioned last year and which is becoming more noticeable in Europe. In terms of numbers of people involved the increased misuse has been chiefly apparent among drugs which many people are, perhaps too readily, inclined to regard as less dangerous. Part of this misuse appears to be experimental in character and therefore likely to be a transient element in the lives of individual consumers. Even so the general detriment to society is grave, both in the greater numbers gravitating to the more potent drugs and in the enlargement of what has been described as the "drug culture"; and it clearly has continuing implications for the moral, physical and economic health of the community. Between the two poles of the obviously dangerous substances and those assumed to be less dangerous the prevailing pattern is of multi-drug abuse. Amphetamines and barbiturates figure prominently in multi-drug abuse and there are indications that they will continue to do so.

2. On the other hand the very gravity of these developments has evoked a corresponding reaction on the part of governments and of the general community, expressed in the strengthening of counter-measures: local, national and international. In a number of countries private as well as official organizations have addressed themselves to particular aspects of the problem. On the world plane increased attention has been focused on the role of United Nations organs and other international bodies in the campaign against drug abuse. Intensified operations against the illicit traffic have achieved striking successes, often by national preventive forces acting conjointly with those of other countries. There has also been progress in concerted measures directed towards reducing illicit and uncontrolled production of narcotic raw materials, and governments are showing an increasing readiness to work together for this purpose in alliance with international organs. Scientific research, impressive both in scale and variety, is proceeding in several countries.

3. Community responses - some independent, some with official direction or support - are numerous and varied, ranging from care and rehabilitation of addicts to education of young people in the dangers of drug abuse. Particularly noteworthy in this field have been the efforts to promote the collection, dissemination, and interchange of the results of scientific and general studies and to set up a network of linked information centres in selected countries.

4. The steady improvement noticeable year-by-year in the co-operation received by the Board from national administrations has been perceptibly enhanced in recent years as the gravity of the drug problem became more and more manifest, and relations are now closer and more productive than ever before. This year representatives of the Board have visited Turkey and Burma at the invitation of the governments and more such visits are likely in the near future. Where it appears that a particular situation should be examined conjointly by all its members the Board holds discussions with government representatives during one of its sessions in Geneva.

5. The prospect of universal application of the international system of control was brought appreciably nearer during the year when the Board entered into direct contact with the People's Republic of China, giving rise to hopes that full collaboration with the authorities of that country may soon be attained.
6. In March 1972 the need to reinforce supervision over the operation of the narcotics treaties was explicitly recognized by the Plenipotentiary Conference which adopted the 1972 Protocol in supplement to the 1961 Convention.
7. Perhaps the most significant development during the year has been a deepening realization at all levels of society that the already grave phenomenon of drug abuse is becoming more pervasive and that so complex a problem can only be successfully met by a sustained, united effort on the part of the community at large and of governments acting in concert with one another.
8. More extended comment on these matters appears in appropriate contexts in the chapters which follow.

THE ROLE OF THE BOARD

9. As has been emphasized in earlier reports, the application of the narcotics treaties is primarily a function of governments and the degree of success attaching to their operation depends first and last on how effectively and how conscientiously the provisions are applied by national administrations. Yet however precisely individual countries may comply with the obligations they have assumed in becoming Contracting Parties, the underlying purpose of the treaties will obviously fall short of fulfilment unless national control measures are everywhere brought to a high standard of efficiency and are interwoven into an international control system. It is this essential key role which was assigned to the Permanent Central Board by the 1925 Convention and is now vested in the International Narcotics Control Board.
10. Stated in general terms the function of the Board is to maintain continuous supervision over the implementation of the treaties. More particularly its work may be described as follows:

guiding and co-ordinating national control measures introduced in pursuance of the treaties;

detailed analysis of information supplied by governments under the treaties and by accredited international bodies;

scrutiny of estimates and statistical returns prescribed by the treaties for the purpose of regulating the production, manufacture, trade and use of dangerous drugs which are indispensable for medical purposes;

and wherever necessary, assisting national control authorities to conform to the requirements of international agreements in the field of drug control.

11. By continuous study of the governmental returns the Board is able to co-ordinate the working of the international control system and it endeavours to remedy weaknesses and omissions as they come to light. The information accumulated by these processes is sifted and critically assessed in the light of the knowledge and experience of the members of the Board and their appraisal of the current trends and patterns of international trade, licit and illicit, in the drugs included in the treaties is communicated to governments and to the Economic and Social Council of the United Nations in the Board's annual report.

Two continuing basic needs of the system are:

that all governments should apply the treaty provisions and if possible formally adhere to the treaties so as to make the control network truly universal; and

that all reports furnished by governments under the treaties should be as complete and accurate as possible and should reach the Board on the dates prescribed.

12. The Board constantly endeavours by every available means - for example by direct correspondence, by representation to diplomatic representatives and by sending missions to the countries concerned to give practical guidance in the technicalities of the system - to raise the efficiency of national control measures and to ensure completeness and punctuality in the submission of returns.

STATUS OF CONVENTIONS

13. Since drug abuse was first recognized as a significant social phenomenon calling for international legislation it has altered considerably in pattern, in volume and in areas of incidence and over the past six decades the international control system has been progressively expanded and adapted to meet these changes.

14. On the foundations laid by the Shanghai Conference of 1909 were super-added a series of treaties and nearly all countries became Parties to one or more of them. In 1961 the principal elements of all these agreements were subsumed in the Single Convention on Narcotic Drugs which has thus become the central pillar supporting international control. This treaty entered into force in 1964 on ratification or accession by 40 countries. Eight years later the number of ratifications stands at 87; but it still lacks the formal adherence of some important producing and manufacturing countries. In commenting on this situation in its last report the Board suggested that the procedural and other difficulties which have hitherto prevented ratification or accession by certain governments could be overcome if they were resolutely faced; and it urgently pleaded once again that countries which are not yet Parties to the Convention should become so as soon as possible. In the ensuing twelve months only seven further countries have become Parties: the Dominican Republic, Greece, Iran, Luxembourg, Paraguay, Portugal and Saudi Arabia.

15. Non-adherence on such a scale would be crippling were it not that countries which have not yet become Parties to the treaty nevertheless comply with its provisions. The mechanism of the control system is thereby enabled to operate; but it remains a matter for regret that so many governments have not yet legally bound themselves to conform to this important humanitarian agreement.

16. The working of the treaty was reviewed in March 1972 by a Plenipotentiary Conference of 97 governments in Geneva, which adopted a number of proposals designed to strengthen and amplify the control system. The entry into force of the 1972 Protocol, incorporating these amendments to the 1961 Convention, will likewise require ratification or accession by 40 countries. It is to be hoped that the heightened importance now attached by the world community to the subject of drug addiction will lead governments to address themselves expeditiously to the process of ratification, both of the Protocol and of the Convention itself.

17. The Board would also wish to see more progress towards ratification of the 1971 Convention. The express aims of this Convention are "the prevention of abuse of psychotropic substances" and "the early identification, treatment, education, after-care, rehabilitation and social reintegration of the persons involved". The Vienna Conference approached the subject in a pragmatic spirit and the treaty which it adopted provides, in the opinion of the Board, a system of control sufficiently flexible to enable these aims to be fulfilled without imposing undue restraint on the legitimate supply for therapeutic purposes. As indicated elsewhere in this report the amphetamines, barbiturates and hallucinogens are now a major and continuing element in the spectrum of drug abuse and it is causing growing concern to many governments. The Board hopes therefore that full implementation of the 1971 Convention will not be much longer delayed. Pending its entry into force, which can only come about 90 days after ratification or accession by 40 States, its control measures should be provisionally applied, as recommended by the Vienna Conference which adopted the Convention and by the Economic and Social Council of the United Nations in its Resolution 1576 (L). An account of the collaboration so far received is given in paragraphs 112-116 below.

CONSPECTUS OF DEVELOPMENTS DURING THE YEAR

18. That the abusive consumption of narcotic and other dangerous drugs is still increasing in volume and in geographical expanse is indisputable. Mankind's resort to such substances has always been characterized by ebbs and flows. The present tidal flow first began to be apparent in the early 1960s, and it is still swelling. Yet its onset was not at first widely perceived. In the annual report for 1965 the Board referred to the imperfect realization by certain governments of the seriousness of their respective addiction problems. Feeling that the situation was in fact much graver than was commonly supposed, the Board sought to assess the magnitude of the problem from its own estimates of the quantities of narcotic materials available for misuse and, taking a conservative view of these figures, concluded that "not only are there millions of habitual users of cannabis and coca leaf chewers but that addiction to manufactured narcotic drugs also involves several millions." 1/ Yet the annual reports received from governments

1/ Document E/OB/21 para. 152.

continued to "show that only few of them recognize that they have a serious problem of addiction. Many of the figures given are so low as to suggest that they are far from reality." 1/ Now, seven years later, the position is sharply different. Governments are now much more alive to the true facts and more realistic reports are being received. Within the last twelve months the term "epidemic growth" has appeared more and more frequently in reports by national and regional authorities.

19. Over broadly the same period there have been other notable changes. Until the 1960s addiction was mostly confined to opium, morphine and heroin; to coca leaf and cocaine; and to cannabis. In 1965 for the first time the Board called particular attention to "the habitual misuse of sedatives such as barbiturates and of stimulants such as amphetamines, which represent an increasing and in some places already a very great danger to public health." 2/ In the intervening years their misuse has grown so strikingly as to call into existence a Convention adopted in 1971 to bring them under international control, which however has yet to come into force.

20. There has been a dramatic change too in regard to cannabis. In 1966 the Board reported that while illicit traffic in this substance was to be found in most countries in the world it still had a predominantly domestic or regional character. Today cannabis in its several forms is a major feature of the international illicit trade: the quantities moving across national frontiers are very large; they are carried by a growing network of routes and are finding new markets; and to a disquieting degree they include a rising percentage of the most toxic element, cannabis resin.

21. Throughout this changing scene heroin has remained the ultimate drug of addiction, the most magnetic factor in the drug scene and the one with the most tragic results, and the number of those dependent on heroin continues to expand.

22. Of all recent variations in trends of addiction the most significant is that whereas in the early 1960s abusive consumption was mostly related to single drugs the tendency now is more and more towards multidrug abuse. This is an ominous change. For one thing the toxic effect of a given drug may be and often is greatly enhanced by consumption together with another drug. An even more important implication is that the problem as a whole is thereby rendered less amenable to control measures directed to the production of drugs of abuse; for in the situation now emerging, if the supply of a particular substance is curtailed, consumption merely assumes another form.

23. In face of these developments it is clearly more essential than ever to press on with research into the etiology of addiction. Since the Board first formally advocated this course in its annual report for 1965 3/ much has been done: a wide range of scientific studies have been initiated in a number of countries, and the results are being progressively utilized as they become known. These studies must be prosecuted still more vigorously till the root causes can be more clearly distinguished and the task of eliminating them can begin.

1/ Document E/OB/21, para. 152.

2/ Ibid., para. 162.

3/ Document E/OB/21, para. 156-160.

24. While some of the basic causes are already apparent the fact that they inevitably vary from one area to another and do not apply equally to all individuals or to all substances liable to abuse means that there must be a corresponding variation in the counter-measures to be applied. It is reassuring to be able to record therefore that the greater sense of urgency which the Board noted last year in the attitudes of governments in general is being more than maintained as they become more fully conscious of the dangers to their people which are inherent in the continuing spread of this social malady. A number of countries have strengthened their internal preventive staffs; some, like the Federal Republic of Germany, are setting up a new and more comprehensive structure; in a number of countries, for example Australia, Canada, France, the Netherlands, the United Kingdom and the United States of America, independent commissions have been appointed to examine and report on particular aspects of the general problem.

25. There have been more instances of bilateral and multilateral co-operation between government forces. It is fair to say that direct co-operation between two countries is ordinarily more productive than co-operation between groups of countries; but both forms of co-operation are necessary and both have shown themselves to be valuable. The most obvious benefits of bilateral co-operation have been in respect of illicit traffic and some spectacular seizures of contraband drugs have been reported during the year, including not only large quantities in transit but also manufacturing units for the conversion of opium or morphine into heroin. The very size of the consignments which have been captured is eloquent testimony to the dimensions of the illicit traffic at the present time and to the high profits exacted by those participating in it.

26. The curtailment of production of narcotic raw materials on the other hand is necessarily a more gradual process and particular achievements along this road can only be looked for at wide intervals. But one outstanding success can now be registered: 1972 will be notable as being the last year of authorized cultivation of the opium poppy in Turkey. The Government's decision to put an end to a form of cultivation which has been practised in that country for many centuries is an historic event. Its fulfilment will represent an important milestone on the path towards eventual limitation of all opium poppy cultivation strictly to the quantities required for medical and scientific purposes. This path is likely to be long and difficult, strewn with obstacles and frustrations especially when in due course it is extended to countries where production is at present uncontrolled. Effective application of Turkey's ban on poppy cultivation will necessarily depend on the success of the agricultural reforms and other supporting long-term measures which are already in process. The final success of this enterprise will be facilitated if material and financial aid can continue to be given where necessary.

27. The counter measures introduced or carried forward by governments have been further supplemented during the year by increasing co-operation from the general community. More especially in industrially developed countries growing numbers of medical and social scientists have spontaneously brought their skills and experience to bear on aspects of the subject within their individual purview. The published results of their researches are a valuable contribution to the fuller understanding of the problem which is so urgently necessary at the present time. In the field of care and rehabilitation also there has been useful work by non-official bodies, particularly in Europe and North

America. Such activities are doubly valuable, both as evidence of the sympathetic concern of the community and because it seems that help from private bodies is sometimes more readily accepted by addicted persons than the care and protection provided by the State.

28. This growing campaign has again been buttressed wherever possible by support and encouragement from the World Health Organization, the value of whose contribution to this work, - both direct and through sponsored activities, - over many years can hardly be overstressed. The campaign has benefited also from the projects recently financed by the United Nations Fund for Drug Abuse Control.

29. As already mentioned the treaty foundations of international control were strengthened during the year by a Plenipotentiary Conference in Geneva which adopted a Protocol designed to amend certain provisions of the 1961 Convention.

30. Viewed in retrospect the year may be said to have been one of considerable activity and a certain measure of achievement, with promise of positive progress if the increased momentum which has been built up during the year can be maintained.

RESPONSES BY AND ON BEHALF OF THE GENERAL COMMUNITY

31. The widening public concern aroused by the persistent growth of drug abuse has caused more and more bodies, - public and private, professional and lay, - to direct a part of their energies and resources to manifestations or aspects of the phenomenon within their respective jurisdictions or of special concern to their members.

32. A recent example was the decision of the United Nations Committee on Crime Prevention and Control to include in the agenda of its session in May 1972 a discussion on Drug Abuse and Criminality. This is a timely initiative because of the disturbing increases in both phenomena in recent years and the evident need to examine how far they are to be regarded as parallel symptoms of a deep social malaise and whether, and if so to what extent, there is a direct relationship between the abuse of drugs including alcohol and the commission of crimes of different kinds. The discussion centred on a comprehensive working document prepared by the Secretary-General ^{4/} which recalled inter alia that the illicit procurement of drugs inevitably leads to contacts with the criminal milieu and that there is evidence of a direct relationship between amphetamine abuse and aggressive behaviour, violence and crime. The Board welcomes this new initiative more especially because it expressly contemplates intensified co-operation between the organizations of all kinds now working in this field.

33. Also on the international plane the General Assembly of the International Criminal Police Organization and the Customs Co-operation Council (to which the Board

^{4/} Document E/AC.57/4.

particularly addressed itself in 1970 and again in 1971) have continued to promote exchange of information on illicit traffic in narcotic and other dangerous drugs, including nervous stimulants and depressants and hallucinogens.

34. International research initiatives are exemplified in the sponsoring by the United Nations Social Research Defence Institute of country surveys of the prevalence of and trends in drug abuse and production, attitudes towards the drug problem and the nature and effectiveness of control policies; and by a study on "Crime and the City" promoted by the International Federation of Institutes for Advanced Studies, an organization recently set up in Sweden to undertake trans-disciplinary and trans-national studies.

35. A number of governments have considerably strengthened their establishments in the field of research as well as in that of prevention. Thus, in the United States the National Institute of Mental Health has continued to promote a wide range of research activities throughout the country and to provide valuable participation in seminars in other countries, thereby building up a major source of information of considerable international value. In the Federal Republic of Germany also there has been a prompt response by regional authorities to the Federal Government's "Action Programme Against Drug Abuse", leading to the establishment of co-ordination, information and documentation centres drawing upon experience and knowledge gained at home and abroad.

36. Responses on the part of the general community have been many and various. For example, the Drug Abuse Council founded in the United States in 1971 by a group of major Foundations and guided by a distinguished governing body drawn from different parts of the country has embarked on an extensive programme from which good results can be expected. The United Kingdom's Institute for the Study of Drug Dependence is continuing its series of seminars on cannabis and has begun an Education Research Project, which is already yielding useful material for the further study of this vitally important question. In a broader context the assembly of leading Foundations of North America and Europe which was convened at Bellagio in Italy by the Rockefeller Foundations in November 1971 held a further meeting in October 1972 to consider the report of their working group on possible conjoint action to check the further spread of drug abuse.

37. The sum total of these and other cognate moves offers a substantial - if yet un-coordinated - response to the challenge presented to society by the epidemic spread of drug abuse. Their variety makes them the more welcome to the Board which has consistently called attention to the multi-faceted nature of the drug abuse phenomenon and the consequent need for multi-disciplinary counter measures.

38. Even so the response cannot yet be accounted adequate to cope with a problem whose dimensions are continually widening and which shows signs of persisting for years and becoming more and more complex. If the epidemic spread is to be checked and the problem eventually overcome more resources will require to be deployed over a long period. Perhaps the most pressing need at this time is for some effective means of co-ordinating what is being done and ensuring that the knowledge and experience which are being gained are widely disseminated and are as quickly as possible put to the best practical use.

SUMMARY ACCOUNT OF DRUGS UNDER INTERNATIONAL CONTROL

Opium, Morphine and Heroin

39. Alterations in the purview assigned to the Board are reflected in the changes in its title since it was first created. Described in the 1925 Convention as "The Permanent Central Board" it quickly became generally known as "The Permanent Central Opium Board"; in the early 1960s the word "Narcotics" was substituted for "Opium"; and the 1961 Convention incorporated this change in its present designation. Strictly speaking this title too is now hardly appropriate since to an ever-increasing degree the Board's time and attention are having to be directed to substances which cannot accurately be described as narcotic. Yet even allowing for this considerable widening of the ambit of the international control system, opium, its alkaloids and their derivatives remain a principal focus of international concern.

40. Opium as such is still taken as an indulgence by large numbers of people in different parts of the world, who consume it orally (in solid or liquid form) or by smoking; but this practice is now almost entirely confined to certain regions where the opium poppy is grown.

41. Elsewhere the staple element in opiate addiction is heroin. This is most in evidence in North America but it has also penetrated other highly developed countries, more especially in centres of urban concentration. For some years, however, it has been replacing opium in certain developing countries where resort to opium was long a traditional indulgence and here the disquieting feature is that it is infecting the younger members of the population.

42. Hitherto opium to meet the illicit demand for heroin has been drawn partly by leakage from authorized poppy cultivation and partly from illicit or uncontrolled production. The former source of supply, already diminished by the progressive reduction of the area of poppy cultivation in Turkey, will be sharply curtailed by the Government's ban on such cultivation and when the privately held stocks of opium in that country are exhausted the illicit market will be forced to seek other sources. It may conceivably be able to attract more from the remaining centres of authorized cultivation by offering higher temptations to farmers; but controls in such centres are very strict and in the main it will be obliged to look to areas where poppy cultivation is illicit or uncontrolled. Traffickers have been quick to avail themselves of the facilities for contraband movement which are afforded by the local terrain in the countries concerned and have set up supply routes which are already carrying large quantities of opium, crude morphine and heroin, - and in some places of cannabis as well.

43. In response to this growing threat the preventive forces, national and international, are joining hands in what looks likely to be a long-drawn-out campaign. For they face immense and deep-seated handicaps, of a kind inevitable in regions which are at a low, - even, in some parts, primitive, - stage of economic development. Two areas which present the strongest immediate challenge are: South Central Asia, embracing Afghanistan and Pakistan, both of which share frontiers with Iran; and South East Asia, particularly the limitrophe regions of Burma, Laos and Thailand. Both areas have long been enmeshed in the international illicit traffic; and in both

areas the traffic is likely to expand further unless vigorous remedial measures are applied. All the countries comprised in the two areas have some form of preventive establishment for checking the movement of contraband, though in parts of their jurisdictions these are at times hampered by disturbed conditions; and in some of the countries the preventive forces have latterly been strengthened. It is abundantly clear that such restraints as these law enforcement staffs are able to impose cannot suffice to stem the outward flow of narcotic and other dangerous substances available within the area. If the situation is to be corrected this can only be brought about by regional co-ordination in each of the two groups of countries, and to this end the national preventive systems should be mutually adapted as integral parts of a coherent regional whole. Such a fusion could hardly be effected without some degree of external guidance and to make this acceptable it would in certain cases have to be given on a multilateral basis and preferably through the instrumentality of a United Nations organ. Substantial financial and material aid would also be needed since the countries involved lack the requisite resources to train and equip an adequate and fully competent preventive establishment. Even less can they command the means of devising and carrying into execution comprehensive agricultural and social reforms on such a scale as to ensure permanent replacement of poppy cultivation by other crops.

44. Action in the two areas, - not the least difficult part of which will be to induce active co-operation by all the members of each group, - should be simultaneous, so as to avoid the risk that success in one area may merely divert traffic to the other.

45. Such a series of combined operations, to be conducted in territories which are difficult of access, may seem a herculean task but it should clearly be attempted since only in this way can persistent replenishment of contraband supplies from these sources be extinguished.

Cannabis

46. The upsurge in cannabis consumption noted in the Board's last report has continued through 1972. It is impossible to assess the dimensions with any pretence to accuracy, but the total number of consumers in the world today is extremely large and can indeed be reckoned in millions. Authoritative estimates of the number of persons in the United States of America who have at some time used cannabis range from between 15 and 20 millions to 24 millions - the differing totals being attributable in part to the methodology used in the different surveys. In European countries the number of consumers has grown - so rapidly in the Federal Republic of Germany as to cause one official report to describe the present resort to cannabis as already in the nature of an epidemic. There has even been an increase in India where the consumption of cannabis resin was banned as long ago as 1945 and where the Government has steadfastly pursued a programme of gradually reducing the consumption of the flowering tops, the other more toxic part of the cannabis plant. Supplies have expanded to meet this soaring demand. Other countries too have reported increases. These derive from broadly the same sources as before but the traffickers are more organized and are showing ever greater ingenuity in methods of concealment and in their choice of routes. The preventive forces have responded to these developments and numerous large seizures have been reported.

47. It is characteristic of the illicit market that the quality of what it offers for sale is not consistent, that it varies from place to place and from time to time; and that even in a given area it does not correspond to a known standard. An authoritative

recent report to the Congress of the United States of America stated that the cannabis sold in that country "is extremely variable, ranging from psychoactively inert at the one extreme to hallucinogenic in large doses at the other". The report went on to say that what is generally available there "tends to be considerably less potent than that found in some South American countries and in other parts of the world". So long as this remains the case the dangers to consumers in the United States are to that extent reduced, but the more potent forms of cannabis are finding their way into the illicit traffic in North America. In illicit channels in Europe it is the more potent forms which predominate.

48. The widespread public debate which the Board has noted in successive annual reports has extended to yet other countries. On the question of the medical hazards attaching to the consumption of cannabis the growing number of consumers has swelled the chorus of subjective opinion which asserts that it is relatively harmless. Objective opinion on the other hand, is very guarded. For example, the American Medical Association recognizes the possibility of some deleterious effects on the user and on society at large which could constitute a major public health problem. In the light of this possibility it strongly urges increased research: "much more research is needed into the pharmacology of the drug, its interactions with other drugs; large scale epidemiological studies of long-term effects of chronic heavy usage; marihuana use and personal and public safety; and methods of treatment for the heavy user". Meanwhile it firmly advocates "a policy of discouragement". A scientific study of cannabis consumption in an American Army population of 36,000 in the Federal Republic of Germany over a period of 3 years showed that while casual smoking of less than 10 to 12 gms. of hashish monthly, in small intermittent doses, did not result in discernible adverse effects other than minor respiratory ailments, high dose abuse (over 50 gm. a month) was associated with "a chronic intoxicated state characterized by apathy, dullness and lethargy with mild-to-severe impairment of judgement, concentration and memory". It also expressed "great concern" over the simultaneous consumption of cannabis resin with alcohol or other psychoactive drugs.

49. Abuse of cannabis is not always in the form of smoking. It is reported that cannabis has been available, even to children, in the form of sweets and that injectable solutions of tetrahydrocannabinol, the principal active ingredient, had been seized in the illicit market. More recently still cannabis oil of high potency has been found in illicit channels. Having a very much higher tetrahydrocannabinol content than even cannabis resin, this substance would obviously present a grave threat if it were to be produced in substantial quantities.

50. In the face of these and similar reports it would clearly be difficult to contemplate relaxation of the present control regime. On the other hand governments and society as a whole obviously cannot but view with disquiet the possibility that the law might be brought into contempt by continuing widespread defiance of its provisions in regard to cannabis.

Coca leaf and cocaine

51. The situation in regard to these substances has undergone little marked change during the year and regrettably nothing has occurred to moderate international concern which is felt in regard to the extensive coca bush cultivation in the Andean region, especially in Bolivia and Peru. This concern rests firstly on the consumption of coca

leaves by the inhabitants of the provinces where the bush is grown and of adjoining areas, and secondly on the scope which the present over-production offers for clandestine manufacture of cocaine and export into illicit channels.

52. Coca leaf chewing is a traditional indulgence which has been practised for centuries in these regions and because of its long continuance it would in any case be difficult to eradicate; but it is also a concomitant of poverty and under-nourishment and, considered from this standpoint, its elimination can hardly be looked for in advance of major economic and social reforms on a wide scale - reforms which would also have to take account of such periodic natural disasters as earthquakes and drought. Evidently therefore success can only come gradually and by means of substantial external aid, financial and technical, which if the reforms are to have an enduring effect should be on a scale sufficient so to raise the subsistence level as to reinvigorate the people and enable them to create and sustain their own economic growth.

53. The debilitating, often demoralizing, effects of excessive coca leaf chewing, coupled with the fact that the practice is not infrequently associated with alcoholism, make it essential on broad humanitarian grounds alone that organized cultivation of the coca bush should be terminated as soon as possible. But this need acquires additional sharpness and urgency from the fact that the present over-production provides material for clandestine manufacture of cocaine to supply the illicit traffic. This outflow has expanded in recent times and present indications are that it will continue to grow in volume as cocaine becomes more and more a feature of multi-drug abuse.

54. Economic justification for continuance of a commodity so fraught with social hazards to the general community is hard to see - the more so when the hazards are not confined to the countries of production but extend also to countries far afield. The use of cocaine in medicine is fast disappearing, though it is said that some practitioners find it preferable to the alternative local analgesics now available. The remaining legitimate use of coca leaves is as a flavouring agent for beverages. The quantity of leaves required for these purposes is but a tiny fraction of the total coca leaf crop.

55. With all these considerations in mind the Board has long striven by all the means at its command to bring about a progressive amelioration of the problem. In Peru some measure of reform has been achieved in recent years and more is in prospect. In Bolivia, so far as the Board is aware, there has been none. In 1964 negotiations instituted by the Board led to the despatch of a Mission which resulted in a formal agreement between the Government and the Board on a programme of progressive reduction of coca cultivation and consumption, but a change of Government caused this to lapse. A follow-up Mission by the Board renewed this agreement in 1966 but again no action appears to have resulted.

56. In 1972 the Board was invited to send a further mission to Peru and Bolivia to study the current situation and the visit will take place early in 1973.

OPERATION OF DRUG CONTROL SYSTEM IN 1972

Reports received

57. The responsibilities of the Board grow heavier year by year. In 1972 there has been a further considerable expansion in the volume of data to be digested, the range and extent of correspondence to be entered into, and the number of international meetings and conferences at which it felt obliged to be represented.

58. The data on which the Board bases its periodic reviews and recommendations are for the most part furnished by Governments on forms prepared for that purpose as required under the treaties. In order to procure this information which the Board must have at its disposal in order to fulfil its supervisory, administrative and judicial responsibilities the forms are sent to countries whether or not they are Contracting Parties. While most countries forward their returns on time, a number still fail to do so by the dates prescribed and some regrettably fail to send any information at all. The following countries have failed to send any returns for two years or more

Sierra Leone
Democratic Republic of Viet-Nam

59. The following have sent incomplete returns

Equatorial Guinea
Gabon
Gambia
Lesotho
Mongolia
Nepal
Paraguay
Uruguay
Yemen Arab Republic

60. It is hoped that with the restoration of the lawful rights of the People's Republic of China in the United Nations, the Board will soon receive reports from this country. No information is yet available from the Democratic Republic of Korea.

61. The Board renews its appeal to the competent authorities of all countries to co-operate to the maximum extent possible in the operation of the international drug control system. Where officials responsible for national control administrations stand in need of guidance in assembling and preparing the information, the Board is at all times ready to help. It does this partly through the medium of its continuous correspondence, partly in personal discussion with officials visiting Geneva for that purpose. To the extent that funds and personnel are available the Secretariat also participates in training courses for drug control administrators and it organizes visiting missions to countries with particular problems.

62. The current state of international drug control in the generality of countries has been broadly summarized in the foregoing chapters. The following paragraphs set out the situation in individual countries which call for particular comment.

Turkey

63. The announcement in July 1971 of the abolition of opium cultivation in Turkey from the end of the 1972 crop year was and remains a major event. The Board's first reactions to this decision were recorded in its annual report for 1971. ^{5/} Very shortly thereafter a special mission of the Board went to Turkey in January 1972 to discuss the situation with the Government, to gather impressions at first hand with particular regard to the viability of the processes adopted in fulfilment of the undertaking, and to adjudge the measures, actual or projected, to prevent contraband activity in breach of the new regime.

64. In the opinion of the mission the general programme of agricultural and related reforms is well conceived and the follow-up measures which have been planned are practical and realistic; and the Government is evidently determined to carry them through to fulfilment. On the other hand two important factors inherent in the situation cannot be overlooked, namely the innate conservatism of the rural population and the corruptive power of organized illicit traffic dealing in a commodity yielding very high profits. The Turkish authorities are alive to the magnitude and complexity of the task they have undertaken. They appreciate, for example, that the key to successful abolition of opium cultivation is not merely a matter of crop substitution but entails changes in the general pattern of agriculture and of the agricultural way of life. They are fortified also by the generous external aid, - technical, financial and material, - which they are now receiving and by their conviction that more will be forthcoming if it is demonstrably necessary and likely to yield good results.

65. There remains a possibility that Turkey may become in some degree a highway for illicit traffic. Already a substantial quantity of cannabis moves across the country into Europe and when indigenous supplies of opium are exhausted it is possible that they may be replaced by opium or more probably by crude morphine derived from sources farther east. The challenge confronting the preventive authorities in Turkey, therefore, seems likely to stretch well into the future and to impose continuing demands on their vigilance and resourcefulness for several years ahead. There is at present good reason to believe that the challenge will be met.

Afghanistan

66. It has always been evident that constriction of one source of illicit opium would be met by increased output from another and that Afghanistan was high up on the list of alternative sources to which traffickers would turn as supplies from Turkey began to shrink. Because of the harsh climate and the restricted choice of profitable activities which this imposes on a predominantly agricultural economy the Afghan people

^{5/} Document E/INCB/13.

are particularly vulnerable to the temptations offered by contraband activities, and the present strength and efficiency of the preventive forces are not such as to expose offenders to serious risk of penal consequences so long as they do not stray into foreign territory.

67. The authorities are alive to the situation and are looking for remedies, so far as these may be attainable within their limited resources of finance and trained personnel. In particular they are examining the possibility, with external technical and financial aid, of replacing this cultivation by other remunerative agricultural activities.

68. They are also entering more and more into international deliberations on the problem of narcotics misuse, not only in the context of Afghanistan but in the world at large. These are all evidence of good intentions: what is essential now is that these intentions should be translated into effective action, a consummation which would appear hardly achievable without international aid; and this, to be effective, would evidently have to be substantial.

69. In certain fields Afghanistan has already been given aid on a generous scale. There now seems some prospect that further aid of special relevance to narcotics control may in time be forthcoming. Several international bodies, including the United Nations and its Fund for Drug Abuse Control as well as the Food and Agriculture Organization have been looking constructively at ways and means of assisting the Government to find solutions that will be effective and enduring. Among the possibilities to be considered it is clear that agricultural reforms will inevitably be long-term. Meanwhile it is essential to improve the relevant legislation and strengthen the means for its enforcement.

70. In response to its long-felt concern over Afghanistan as a source of contraband supplies the Board is now to be given an opportunity of first hand discussion with the competent national authorities. At the invitation of the Government the Board will send a mission to Kabul early in 1973.

Pakistan

71. The main features of the drug-control problem in Pakistan have undergone little change during the years. Licit poppy cultivation is reasonably well controlled, but there is widespread illicit cultivation in the tribal areas; and there is substantial traffic in cannabis and cannabis resin, some of which emanates from areas beyond its northern frontier, and all of which is of more than average potency.

72. In these respects the northern sector of Pakistan forms, together with certain districts of Afghanistan and of eastern Iran, a problem region which can perhaps be best - perhaps indeed can only be - dealt with collectively on a broadly-based international programme of external assistance. A preliminary assay of possibilities in this direction has in fact just been attempted by an Ad Hoc Committee of the Commission on Narcotic Drugs, organized under the aegis of the Economic and Social Council, which visited Pakistan, Afghanistan, Iran and Turkey in the first half of October 1972. The benefits of such a combined approach will obviously be slow to materialize.

73. Meanwhile the Government of Pakistan could surely do more to stem the illicit outflow of dangerous substances from this area across its territory to the outer world. Its preventive forces are well structured and experienced and, given modern equipment and some additional training, could be expected to render a good account of themselves. For reasons which were indicated in the Board's 1971 Report and which are even stronger today, such equipment would have to be supplemented from outside sources.

Iran

74. Cultivation of the opium poppy in Iran is a Government monopoly and the Council of Ministers authorized 20,000 hectares for this purpose in 1972. Production is intended wholly for local consumption. The law requires that opium shall be sold only to registered addicts; the latter purchase their needs from pharmacists who obtain their supplies from the Government monopoly.

75. Control over this trade appears to be effective and the Government is able to adjust the area of cultivation from one year to another according to the level of stocks available. Thus, for 1973 the authorized area of cultivation was reduced from 20,000 to 2,000 hectares. The core of the problem in Iran is the high level of addiction. The official total of registered addicts is 110,000 but the Government estimates that there may be a further 100,000 to 200,000 addicts not yet registered. Another troubling aspect of the problem is the inward flow of illicit traffic which appears still to be very large.

76. The Government is doing its best to conform to the international control system and its determination to do so has been signaled by its recent ratification of the 1961 Convention.

Burma

77. Group antagonisms inflamed by armed conflict have exacerbated the drug situation in South East Asia and they continue to hamper preventive activities throughout the region from Burma to Viet-Nam. For several years much of the concern felt by the Board in regard to this part of the world has centred particularly on that part of Burma which lies to the east of the Salween River. In July this year, by the courtesy of the Government, representatives of the Board were enabled to visit the country to examine the whole problem in conjunction with the heads of the appropriate departments of the central administration, to discuss with them in detail the Government's programme of preventive measures and to gain a first hand impression of the physical background against which these measures are being, or are to be, applied.

78. The drug problem confronting the Government falls broadly into two main parts. In so far as concerns the greater portion of its territory, where the problem is predominantly one of abusive consumption of opium by the local population, the Government is confident that its programme, - which follows a coherent plan embracing several disciplines including those of education and of health, - will suffice to eliminate the abuse and that this will be accomplished within a foreseeable period of time, since the younger generation show no sign of resorting to opium. The situation east of the Salween River is much more intractable. Several different guerilla forces are reported to be active in this area and despite substantial reinforcement the Burmese

army and police cannot so far claim to have established full command over the whole territory. Moreover the nature of the terrain affords abundant cover for contraband operations and smugglers with affiliations in Laos or Thailand would have little difficulty in evading the Burmese frontier patrols when crossing into those countries.

79. In such circumstances only a combined preventive campaign, adequately equipped and uniting the authority of all the countries concerned, could be expected to suppress the lucrative traffic in the several forms of contraband which have sprung up in this area. The quantity of opium included in this traffic is very large and may amount to as much as 400 tons a year. There are also substantial quantities of crude morphine and heroin. The provenance of the opium is uncertain. Much, perhaps most, of it originates east of the Salween River, but some may also derive from poppy cultivation in Northern Burma. Whatever the source, more intensive efforts are obviously and urgently needed to reduce the present grave dimensions of the outflow.

80. The Government of Burma is awake to the serious implications of this complex of contraband activity within and near its frontiers and is doing its utmost to apply a variety of counter-measures. The limitation of poppy cultivation is for the time being hampered by the persistence of guerilla activities in the growing areas. For the rest the Government is striving to reduce traditional resort to opium; to integrate the several ethnic groups into a national entity; to build a balanced and viable economy; and to resist the incursions of foreign traffickers. In view of limitations on its internal resources, both in finance and in trained personnel, the Government would evidently be unable to mount a preventive campaign on the scale that the situation requires. If external aid is to be given it would of course have to be in a form acceptable to the Government and it should be on a multilateral basis.

Laos

81. There has for many years been widespread opium poppy cultivation in this country, mainly for local consumption. In recent times the situation has been confused by reason of military operations in this part of South East Asia. The total volume of production, licit and uncontrolled, is uncertain. Illicit traffic continues to move through the country in substantial quantities. Despite the troubled political situation the Government has introduced control legislation and with bilateral aid has carried out successful preventive operations directed both to illicit traffic and to clandestine manufacture of opiates.

Thailand

82. The situation in this country which has given so much concern to the Board over a number of years is at last beginning to show signs of easement. The project initiated by the United Nations, to which reference was made in the Board's report for 1971, is being implemented and the Board's mission to Thailand in that year was able to report some improvement in the national administrative services for drug control. Nevertheless the drug problems in this country are even now, and are likely to remain, acutely difficult. There is an abundant supply of raw material, drawn partly from within the country and partly from adjoining areas; the purity of the heroin illicitly marketed in Thailand is exceptionally high; and large numbers of the local population are addicted to opium and to heroin. Such a combination of factors calls for a crash programme of reforms, applied with urgency and resolutely carried through over a long period.

83. Much is in fact already being done through the instrumentality of practical aid provided by the United States of America on a large scale. The Board is glad to learn also that the first major project to be sponsored by the United Nations Fund for Drug Abuse Control in the country is to be continued for several years; and it welcomes the announcement in early October 1972, that the Thai Government is strengthening border patrols and other preventive forces. A particularly valuable recent measure has been the resettlement of some of the guerilla forces hitherto operating in the no man's land between Burma and Thailand and the burning of their stocks of contraband opium. Treatment of the many persons who have become dependent on heroin is another urgent aspect of the situation in Thailand and this has been the subject of a recent study by the World Health Organization.

Republic of Viet-Nam

84. The spate of drug abuse brought about in this country by the ravages of armed conflict over many years and particularly during the past decade may be expected to subside with the termination of hostilities. Yet some will inevitably remain. Counter-measures will clearly be called for and some have already begun. A new law imposing severe penalties for trafficking was introduced in August 1972 and the Viet-Nam police have instituted an organized campaign against local smuggling and drug misuse.

Nepal

85. For some years past international concern has been mounting in regard to the smuggling of cannabis from Nepal into the northern provinces of India and through India into other countries. In expressing this concern in its Report for 1971 the Board indicated its readiness to arrange a mission to discuss the situation with the local authorities and to advise on suitable counter-measures; and it reaffirmed this readiness in subsequent correspondence with the Government and in personal discussions with diplomatic representatives. No response to this offer has been received from the authorities in Kathmandu.

86. Meanwhile, the situation has worsened; and smuggling of cannabis from Nepal is now very large. This is detrimental not only to India which is pursuing a programme of gradual elimination of cannabis consumption but also to a number of other countries to which this cannabis finds its way.

87. The situation cannot be allowed to remain as it is. The Board stands ready either to receive an emissary from the Government of Nepal to discuss what remedial action might be possible, or to send a mission to Nepal for this purpose. Whichever of these alternatives is preferred by the Government the Board hopes it will not be left much longer without a positive reply.

Lebanon

88. In spite of Government efforts to reduce the illicit cultivation of cannabis by progressive substitution of other crops, mainly sunflower, Lebanon remains a copious source of supply for the illicit traffic in cannabis and cannabis resin. The Lebanese

authorities must therefore be encouraged to continue and intensify their efforts in this direction. In particular, the Board hopes that the crop substitution project agreed upon between the Government and the United Nations Fund for Drug Abuse Control will be implemented at the earliest possible date.

Morocco

89. Although, as acknowledged in the Board's 1971 Report, the cultivation of cannabis is officially prohibited in Morocco, cultivation nevertheless persists and products therefrom are channelled into the international illicit traffic. The Government is doing its best to curb this leakage, recognizing that it is detrimental to the international good name of the country. In present conditions it seems clear that thought will have to be given to ways and means of eliminating cannabis cultivation throughout the country.

Peru

90. As foreshadowed in the Board's annual report for 1970 the constructive attitude recently shown by the Government of Peru on the subject of coca bush cultivation gives ground for a more hopeful view of the possibility of eventually eliminating such cultivation within this country. In October 1972 the Government announced the creation in early November of a mixed technical commission to study crop substitution for coca, the members to be drawn from five relevant directorates in the Ministry of Agriculture. The Commission is expected within four months to submit specific recommendations for remedial measures.

91. This is a commendably forthright approach and it is to be hoped that if outside technical and financial assistance is shown to be essential it will be forthcoming on an adequate scale. It is to be hoped also that these recommendations once accepted will be vigorously pursued and will be supported by corresponding measures in adjoining areas of coca bush cultivation. On the invitation of the Government the Board has agreed to send a mission to Peru early in 1973.

Bolivia

92. For many years this country has been a problem area from the point of view of drug control. The basic factor has been the coca-bush, which is indigenous to this part of the Andes and which has moreover been extensively cultivated there for centuries. Absence of control over this cultivation has resulted in superabundance of a potentially dangerous raw material and to over indulgence in coca leaf chewing by the local population, to the detriment alike of their personal health and the economic development of the country. This has given ground for concern for the welfare of the Andean peoples, a concern which has inspired a sequence of interdisciplinary studies, regional and international, with a view to establishing the degree of social hazard attaching to the chewing habit and devising means of bringing it under effective control. These studies have yielded much useful information but they have not, so far as the Board can learn, led to practical measures of social and agricultural reform in Bolivia. Meanwhile the seepage of raw cocaine into illicit channels has swelled to serious dimensions and continues to grow.

93. These matters engaged the close attention of the Permanent Central Board which was eventually able to hold discussions in Geneva with the Bolivian Minister of Health. This was followed in 1964 by a mission to Bolivia consisting of a member of the Board and a senior officer of its Secretariat. The mission concluded a formal agreement with the Government, aiming at progressive elimination of coca production and consumption. When this undertaking lapsed by reason of a change of government the Board sent another mission in 1966 which persuaded the Government to reaffirm the agreement. Fulfilment of such an undertaking in a country beset by serious economic handicaps is obviously fraught with difficulties. Nevertheless the interests of the Bolivian people and of countries troubled by illicit traffic in cocaine require that the difficulties shall somehow be overcome. Following further negotiations the Government has now invited the Board to send a further mission to study the situation as it exists today. The mission will proceed to Bolivia early in 1973.

Ecuador

94. The Board is glad to know that its previous collaboration with the authorities in strengthening national drug control services continues to have good results and that the latter now have appreciably fewer administrative problems in fulfilling the relevant treaty provisions.

95. On the other hand there are reports that cannabis is extensively cultivated in the country and that the persistent opium poppy cultivation may cause Ecuador to be used as a centre of illicit manufacture of opium derivatives. The Board has been invited to renew direct contacts with the competent authorities and it will include Ecuador in its forthcoming mission to South America.

Colombia

96. The last time this country declared coca leaf production was in 1962. In 1965-66 the Board was informed that cultivation of the coca-bush had been forbidden but that clandestine plantations remained in some districts where the leaf was chewed. Colombia could thus easily become a centre of illicit production in cocaine. The Board has approached the Colombian authorities with a view to sending a mission there in the near future.

Brazil

97. The main reason for international concern in regard to Brazil is that it affords transit routes for the passage of illicit cocaine from other South American countries to North America and other parts of the world. There are indications that the volume of this traffic is increasing and this, coupled with persistent cannabis consumption within the country, reinforces the need already recognized by the Government to strengthen its preventive forces and to engage in educational programmes to discourage expansion of drug abuse among the population.

Uruguay

98. The Board observes that the standard of statistical information provided by this country under the treaties has fallen: for instance, no statistics on manufacture,

consumption and stocks have been received since 1966. A number of reminders have remained unacknowledged and the Board trusts that the authorities will take the necessary steps to correct this situation without delay.

United States of America

99. The Government has responded with great vigour to its internal problem of drug abuse and on the initiative of the President has instituted a country-wide campaign to which it has assigned high national priority. For this purpose existing administrative structures have been remodelled and new ones have been set up.

100. On the domestic front, in addition to reinforcing its frontier defences against inflow of contraband by land, sea or air, the United States has expanded its establishment for law enforcement and has launched a vigorous drive against illicit traffickers within the country. It has also, through a variety of media, greatly multiplied programmes of treatment, rehabilitation, research and education.

101. On the international plane the Government has initiated and actively participated in a number of multilateral and bilateral measures directed against the illicit production, manufacture or supply of narcotic and other dangerous substances; and it has promoted and supported co-operative measures where the circumstances called for conjoint action between governments.

102. These efforts have entailed massive expenditure, greatly in excess of previous spending, and they have already had striking results represented by a large increase in the quantity of contraband seized and by the arrest of leading international traffickers. Treatment is also being given to a much larger number of addicts than before.

European Economic Community

103. The decision taken in 1971, on the initiative of the President of France, to unite the countries of the European Economic Community (including those which have applied to join) in a campaign against drug abuse was carried forward during the year and in October 1972 a conference in Rome adopted a programme of action under the following heads: health; education and information; enforcement; and harmonization of legislation. This co-operative, organized approach is welcome, coming as it does when the drug problem in Europe is visibly growing; no less reassuring is the intention to harmonize drug control legislation throughout the Community.

France

104. Concurrently with its initiative in the European Economic Community, the Government has reinvigorated and intensified its response to the persistent contraband activity in its own territory. The preventive measures within the country have been materially strengthened, and striking successes have been achieved, partly as a result of further bilateral co-operation with the enforcement staffs of individual countries directly affected by the movement of contraband from and through France.

Germany, Federal Republic of

105. Increasing exploitation of the contraband supply routes across Europe, more particularly in respect of cannabis, has coincided with rapid growth of drug abuse in a number of major cities of the Federal Republic of Germany. This has aroused widespread concern. The authorities are reacting appropriately and a variety of counter measures have been set on foot within the several Länder for incorporation in a federal programme.

106. Aside from these important internal developments there is evidence of mounting transit traffic in both cannabis and opiates deriving from the Middle East. In Europe as elsewhere there is an obvious risk that successful preventive action in one country may stimulate contraband activity in another.

China

107. The General Assembly resolution restoring the lawful rights of the People's Republic of China in the United Nations obviously carries important implications for the whole world. First among those of concern to the Board is the expectation that it will be a major step towards universal application of the international system of narcotics control. For administrative reasons the statistical and other material which the Board hopes to receive from China may not be immediately available, but when it arrives in due course the value of this information relating to such a large and populous area will be considerable.

108. At this significant moment in the history of narcotics control it is of interest to recall that the concept of the present control system first took shape in Shanghai in 1909. The Board confidently expects that the Government of the People's Republic of China will participate in the system as soon as the necessary adjustment can be made in its administrative apparatus. When this time comes the Board will be especially interested to learn the evolution of the internal control measures which have been applied in China in recent years, - reportedly with notable success, - since this knowledge will be helpful to countries which are still facing similar problems.

109. During the session of the Economic and Social Council in New York in May 1972, the President and the Secretary of the Board were enabled to meet members of the delegation of China and the contact so established was later renewed in Geneva. From these exchanges the Board is encouraged to believe that full co-operation will not be slow to materialize. Meanwhile it remains at the disposal of the Chinese authorities for any information they may require in the study and analysis of the various existing agreements on drug control.

THE UNITED NATIONS FUND FOR DRUG ABUSE CONTROL

110. The creation of this Special Fund in April 1971 was welcomed in the Board's last annual report as a constructive move in a broad strategic campaign - directed simultaneously to the three constituent elements of demand, illicit production and illicit traffic - on lines long advocated by the Board and its predecessor body, the Permanent Central Board. A number of governments have followed the lead of the United States of America in subscribing to the United Nations Fund for Drug Abuse Control but the total contribution is less than could be wished. Within the boundaries set by the financial resources so far available, a schedule of projects has been approved and the first major project has appropriately been launched in Thailand. Encouraging assurances of participation have been obtained from United Nations specialized agencies - the World Health Organization, the United Nations Educational, Scientific and Cultural Organization, the International Labour Organisation and the Food and Agriculture Organization - all of which have promised their full co-operation in matters falling within their respective competencies.

111. Yet this is no more than a beginning. The objectives which the United Nations Fund for Drug Abuse Control has set before itself are beset by problems which are deep-seated and complex; they extend over a wide geographical area; solutions will inevitably be slow to materialize; and frustrations and difficulties are bound to be encountered on the way. It must be hoped therefore that governments will recognize the continuing nature of this enterprise and that adequate financial support will be forthcoming to enable each project embarked upon to be carried through to completion.

1971 CONVENTION ON PSYCHOTROPIC SUBSTANCES

112. While awaiting the entry into force of this important new treaty the Board is, as desired by the Vienna Conference 6/ and by the Economic and Social Council, 7/ preparing the way for its implementation as soon as the requisite number of ratifications have been received and it is provisionally applying the treaty where this is possible with the collaboration of particular governments. A questionnaire has been prepared and distributed to governments inviting them to supply the information prescribed by the Convention.

113. The number of governments responding to the invitation has been gratifyingly large. The following countries have supplied factual information regarding their trade in psychotropic substances in 1971:

Afghanistan	Ghana	Nigeria
Andorra	Greece	Poland
Australia	Guyana	Republic of Korea
Bahrain	Iceland	Republic of Viet-Nam
Belgium	India	Romania
Botswana	Indonesia	Singapore
Brazil	Iran	South Africa
Bulgaria	Iraq	Sri Lanka
Burma	Ireland	Sweden
Burundi	Israel	Syria
Canada	Italy	Tanzania
Chad	Ivory Coast	Thailand
Costa Rica	Japan	Tonga
Cyprus	Kuwait	Tunisia
Czechoslovakia	Madagascar	Uganda
Denmark	Malta	United States of America
Egypt	Mauritius	Venezuela
El Salvador	Mongolia	Western Samoa
Federal Republic of Germany	Morocco	Zaire
Finland	Nauru	Zambia
France	Nepal	
German Democratic Republic	New Zealand	

114. Nine other countries explained their inability to submit these data at present but stated that preparations were being made to implement the treaty.

115. Although the information now provided is still only partial, it will nevertheless enable the Board to enter into discussions with governments on this subject and these discussions will be the more fruitful since the list of countries providing data includes major manufacturing countries as well as a large number of consumer countries. In this way there will, as was also the case with earlier treaties, be a progressive implementation of the new Convention leading gradually to more complete data supplied by more countries.

6/ Resolution I.

7/ Resolution 1576 (L).

116. It will be reassuring to the international community that a treaty adopted so recently as 1971 is already being brought into operation by so many countries.

1972 PROTOCOL AMENDING THE 1961 SINGLE CONVENTION ON NARCOTIC DRUGS

117. The latest in the long series of international agreements in regard to dangerous drugs was concluded in March this year when a Plenipotentiary Conference of 97 States adopted a Protocol designed to strengthen the international system of control over narcotic drugs. During the Conference representatives of the Board expressly abstained from participating in the discussions in so far as these related to the possibility of enlarging its functions and responsibilities, holding that the assignment of these functions is exclusively a matter for Governments. Now that the Protocol has been adopted the Board must prepare for its implementation and to that end feels bound to comment on its provisions to the extent that these affect its relations with national authorities and with other international bodies.

118. It seems to the Board that the Protocol does not involve any radical change in the balance of powers or in the division of responsibilities in respect of narcotic drugs but that it ensures better co-ordination between the several authorities involved and that it provides a more effective form of sanction for application when all remedial efforts have proved unavailing. On this view the Protocol can be regarded as striking a fair balance between tradition and progress and thus as deserving the widest possible ratification.

119. The Protocol does not derogate in any way from the principle that national Governments have primary responsibility for all matters relating to narcotic drugs. It is indeed essential to maintain this position, for the plain reason that control and preventive measures are, and can only be, the responsibility of States.

120. The Protocol makes clear that such additional functions as are entrusted to the Board will not in any way detract from those of other international bodies and organizations concerned with this field, more particularly the Secretary-General of the United Nations, the Commission on Narcotic Drugs and the World Health Organization. For example, in so far as concerns the Fund for Drug Abuse Control (see paras. 110-116 above) the role of the Board will be limited to recommending assistance where, in its judgement, this may be needed to ensure full compliance with the international conventions. Similarly, the scope of the Commission on Narcotic Drugs, as an international body which exists to discuss general problems relating to the international control of dangerous drugs and to frame policies which Governments can unite in pursuing, is in no way delimited by the Protocol.

121. The nature of the functions assigned to the Board is related to its semi-judicial status. The purpose of its surveillance is as hitherto to ensure that the conventions are applied; if they are not, the Board must ascertain the causes and recommend remedial measures. It has also to assess the operation of the control provided by the Conventions. In carrying out these tasks it will continue to rely primarily on information furnished by Governments and by other international organizations. In general its role is to express an independent judgement on what are essentially matters relating to the implementation of the conventions and the reasons for any failures to implement them.

122. The improvement in international supervision to be expected from application of the Protocol will derive not only from closer co-ordination of the activities of the various bodies concerned but also from its clear implication that the effective operation of the international control system is of concern to all governments and from the fact that the form of sanction provided by the conventions is better explained. The declarations of intent which accompany the Protocol have underlined the now indisputable fact that narcotic drug abuse constitutes a problem involving international relations extending far beyond regional considerations. For the first time also they embody a principle which has been a fundamental part of the policy followed by the Permanent Central Board and later by the International Narcotics Control Board, namely that sanctions only make sense when applied against a Government which has been consistently negligent and that assistance is as important as, if not more important than, sanctions. Perhaps the most important implication of the Protocol is that it lays on States a real duty to collaborate; whereas it recognizes that this collaboration may be geographically focussed in certain regions, in other cases such collaboration will have to be extended much more widely.

123. In authorizing the Board to recommend assistance, technical or financial, to particular countries where such assistance may be necessary to improve the overall effectiveness of the international drug control system, the Protocol confirms a practice which has been followed for many years. As a matter of course in making such recommendations the Board has regard to the circumstances of the country concerned, the resources at its disposal and the general disposition of the Government to comply with the terms of the treaties.

124. The Board regards its function as being essentially to indicate the nature of the assistance which the situation requires: not to assess the amount of aid to be given, nor to suggest the precise source from which this should come.

125. The Protocol contemplates that the granting of assistance should rest initially on the Board's recommendations. The day to day operation of assistance projects will be in the hands of the agencies entrusted with them. It will however be for the Board to reassess the situation in due course and to recommend what further action, if any, may be called for.

ADMINISTRATIVE MATTERS

126. Mere recital of the duties now required of the Board is enough to indicate the strain imposed on its Secretariat by the several changes in the form and scope of international drug control during the last few years and to demonstrate the consequent need to build up the administrative resources of the Board as soon as possible. Attention was called to this need in the Report for 1971 and the Board's view that its Secretariat must be substantially enlarged is now widely recognized. Some increase has since been effected but only on a provisional basis in view of the current budgetary difficulties of the United Nations. Since the new staff have to receive technical training before they can become fully operational it is clear that their appointment cannot be short-term and that their posts must be made permanent as soon as the budgetary situation will permit. In accordance with the Board's traditional prudence in such matters further increases will be sought only as and when the growing burden of additional work arising from the implementation of the 1971 Convention on Psychotropic substances and the 1972 Protocol amending the 1961 Convention make them inevitable; and in return the Board trusts that its requests will be met as soon as they are made.

PATTERNS AND CHARACTERISTICS OF DRUG ABUSE

127. The nature and origins of drug abuse have long been a matter of particular concern to the Board which has repeatedly advocated research into its etiology. During the past decade resort to dangerous drugs has become a phenomenon common to many countries; yet the contributing factors have varied from one country, almost from one social group, to another. As the problem became more and more one of general concern, research into its characteristics has proliferated and information is steadily accumulating as to its possible bases and as to the variations in its pattern and incidence which may derive from local factors. Even so the sum total of scientific knowledge is still inadequate to form a sure foundation for firm judgements. As already indicated reports on various aspects of cannabis abuse have stressed the need for more research; the same applies a fortiori to the subject of drug abuse in general. The problem is rooted and grounded in the complex pattern of human behaviour. It is further and greatly complicated by the varied circumstances surrounding human evolution in different parts of the world.

128. The central fact is that man needs, and will always need, drugs for medical reasons. It is only when his inherent proclivities or the nature of his occupation or environment exaggerate or otherwise distort this need that it becomes necessary to impose restraints. From these twin factors arise the dual objectives of the international treaties: to ensure an adequate supply of essential drugs and to provide effective safeguards against the misuse of those which experience has shown to be dangerous. The distressful nature of the phenomenon of drug abuse is widely apparent. Its root causes on the other hand are complex and varied; and remedies are correspondingly difficult to prescribe.

129. Scientists in many countries are endeavouring to identify the basic elements of the problem, to ascertain how far these are inherent in the individual and how far in his environment. And society as a whole is striving to devise and apply counter measures, ranging from medical treatment of those who have fallen victim to the malady to the removal or adjustment of social factors which may be thought to have contributed to it. This process must and will continue.

130. All that the Board can usefully say in the meantime is that the phenomenon is proving contagious, that it is spreading from area to area, from country to country and that consequently the counter measures must be intensified if the malady is to be arrested.

NEED FOR STILL GREATER EFFORTS BY GOVERNMENTS

131. In the concluding chapter of its 1971 Report the Board stressed the urgency of the obligation which the mounting problem of drug abuse imposes on States to grapple with the phenomenon within their respective territories and to unite with the rest of the family of nations in ensuring the fullest implementation of the international control system. From the account given in earlier chapters of the present Report it is evident that this appeal has not passed unheeded and that moreover society in general is springing to its own defence. Yet it is no less clear that the problem has in no way diminished during the year: rather the contrary; and that the urgency of the obligation resting on States is even greater today.

132. The Board accordingly renews its appeal to governments to do more than ever before to strengthen and improve the efficiency of the controls on the national and the international plane.

(signed) Harry Greenfield
President

(signed) Joseph Dittert
Secretary

Geneva, November 1972.

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