

manufactured in India or Pakistan before being smuggled into Afghanistan. One survey has indicated that, in the eastern part of Afghanistan, pharmaceutical drugs are abused regularly by 10 per cent of the adult population.

565. In Israel, a recent survey indicated that 6.1 per cent of students in secondary schools abuse pharmaceuticals, a figure higher than the figure for cannabis or heroin. Since the results of the survey were made available, the Government of Israel has shortened the period of validity of prescriptions for pharmaceuticals. According to the Israeli authorities, there are 20,000-30,000 drug addicts in the country, and they are in every segment of society.

566. Fenetylline (Captagon) continues to be widely abused in countries on the Arabian peninsula. As the licit manufacture of Captagon has ceased, the substance is manufactured clandestinely, primarily in the southern part of Europe, and trafficked into the Arabian peninsula through the Syrian Arab Republic and Jordan. Large seizures of Captagon tablets took place in 2005 at the borders of Jordan with Iraq and the Syrian Arab Republic, as well as in the United Arab Emirates.

Missions

567. In September 2005, the Board sent a mission to Saudi Arabia to assess the drug control situation and the progress made by the Government in implementing the recommendations of the Board pursuant to its 1992 mission to that country. The Board notes the commitment of the Government to drug control, reflected in its adoption of a new national drug control strategy in 2005. The Board was informed that the Government is reviewing the text of draft legislation on drug control that would introduce comprehensive controls over the licit movement of narcotic drugs, psychotropic substances and precursor chemicals, in line with the provisions of the international drug control treaties.

568. The Board notes that in Saudi Arabia mechanisms for the collection and sharing of data, in particular those relating to statistics on drug seizures and abuse, as well as the Government's performance with regard to the provision of data to the Board, as required under the international drug control treaties are in need of improvement. The Board urges the Government to take immediate measures in those areas, in order to ensure

that Saudi Arabia fully meets its obligations under the international drug control treaties.

D. Europe

Major developments

569. Cannabis remains the most commonly abused drug in Europe. About 30 million people in the member States of the European Union and in Iceland, Liechtenstein, Norway and Switzerland have used cannabis during the past year. About 15 per cent of 15-year-old students in the European Union member States use cannabis more than 40 times a year. The European countries with high prevalence for cannabis abuse include the Czech Republic, France, Ireland, Switzerland and the United Kingdom.

570. The total amount of cocaine seized in Europe continues to increase, indicating that there may be widespread abuse of the substance. Increased demand for treatment of cocaine abuse in Western Europe also indicates that the abuse of that substance may be widespread; however, it is difficult to say with certainty if that is the case because, unfortunately, trends in the abuse of cocaine have not been monitored consistently—there have been few national surveys on the abuse of that drug and, in some cases, the sample sizes have been small.

571. Almost all of the heroin encountered on the illicit market in Europe is from Afghanistan. The smuggling of Afghan heroin into the Russian Federation increased significantly. The total volume of heroin seized in that country reached a record level of 3.8 tons in 2004. Despite the increased availability of heroin in Europe as a whole, the abuse of that substance is reported to be stable or declining in most countries in Western Europe.

572. The Board notes the commitment of the Government of the Russian Federation to addressing the problems of drug abuse and trafficking. While the number of registered drug abusers is about 500,000, the total number of drug abusers in the Russian Federation is estimated to be as high as 6 million, or 4 per cent of the total population. About 2 million of the drug abusers are adolescents and people under the age of 24. However, as no systematic nationwide survey on drug abuse has been conducted in the Russian Federation, the reliability of those estimates is

uncertain. Persons who abuse drugs by injection continue to account for most cases involving HIV infection although the percentage of such persons among new cases of HIV infection is declining.

573. A number of countries in Europe continue to supply the world with MDMA. It is estimated that up to 80 per cent of the MDMA abused worldwide is illicitly manufactured in laboratories in European countries. MDMA from Europe is smuggled into Australia, Canada, Japan and South Africa. After a temporary decline, seizures of MDMA have been increasing again. The illicit manufacture of amphetamine also appears to be expanding, the main source of that substance being the Netherlands, followed by Poland and Belgium. The illicit manufacture and abuse of methamphetamine, on the other hand, continue to be limited throughout Europe.

574. The Board welcomes the adoption of Council of the European Union regulation No. 111/2005, laying down rules for the monitoring of trade between the European Community and third countries in drug precursors. The regulation, which entered into force in August 2005, strengthens control procedures for precursors.

Treaty adherence

575. Switzerland, which signed the 1988 Convention in November 1989, ratified that convention in September 2005. The Board urges the Holy See and Liechtenstein to become parties to the 1988 Convention.

576. Andorra remains the only State in Europe that is not a party to the 1961 Convention or the 1971 Convention. In September 2005, the Government of Andorra informed the Board that both conventions would be submitted to the forthcoming session of the parliament for approval.

Regional cooperation

577. In December 2004, the Council of the European Union endorsed the European Union Drugs Strategy for the period 2005-2012. The new strategy builds on the final evaluation of the European Union Drugs Strategy and Action Plan on Drugs for the period 2000-2004 and is complementary to national drug control strategies in the European Union. Confirming the European Union's integrated, multidisciplinary and

balanced approach to drugs, the strategy focuses on the reduction of illicit drug supply and demand, as well as on international cooperation and research, information and evaluation. It also emphasizes the importance of making optimal use of existing legal instruments and the need to ensure adequate consultation with a broad group of partners, including scientific centres and professionals, non-governmental organizations, local communities and other members of civil society. The eight-year strategy will provide the umbrella for two consecutive four-year European Union action plans on drugs. The strategy foresees annual progress reviews by the European Commission on the status of implementation of activities set out in the action plans, an impact assessment in 2008 (with a view to proposing a second plan of action for the period 2009-2012) and a final overall evaluation of the European Union Drugs Strategy and Action Plan on Drugs in 2012.

578. In June 2005, the Council of the European Union endorsed the European Union Action Plan on Drugs for the period 2005-2008. The Action Plan covers the four priority areas of the new strategy: demand reduction, supply reduction, international cooperation and research, information and evaluation. It lists specific measures to be implemented by the European Union and its member States by the end of 2008. Assessment tools and indicators, responsibility for implementation and deadlines are clearly indicated for each action.

579. The Board notes that the eighth European Conference on Drugs and Infections Prevention in Prison was held in Budapest from 7 to 9 July 2005. At the Conference, representatives of 41 countries, as well as WHO and the European Monitoring Centre for Drugs and Drug Addiction, exchanged practical and scientific knowledge and expertise on the prevention and treatment of drug dependence and infectious diseases in prisons. All participants agreed to continue to work together to respond to that challenge.

580. In July 2005, the Netherlands and the United States signed an agreement outlining areas for future collaboration in drug demand reduction. The agreement includes provisions on the exchange of information on drug abuse prevention programmes and the coordination of research, particularly on the health risks of cannabis with a high tetrahydrocannabinol (THC) content.

581. In May 2005, the Council of the European Union adopted a decision on the exchange of information, the assessment of risks and the control of new psychoactive substances, which allows the European Union to take steps regarding psychoactive substances that appear in States members of the European Union and that may pose health or social risks similar to those posed by substances already controlled under the international drug control treaties. In order to ensure that substances that could constitute public health and social problems are placed under international control, the Board calls on States members of the European Union, pursuant to their obligations under the 1961 Convention and the 1971 Convention, to notify the Secretary-General of the substances scheduled under the new procedure so that they may be placed under international control as soon as possible.

National legislation, policy and action

582. In November 2004, the Parliament of Romania adopted legislation to reduce the penalty for possessing or cultivating drugs for personal use, from a maximum of five years to 6-24 months in prison. Under the new law, persons arrested for possession of illicit drugs may be released if they agree to undergo treatment.

583. In April 2005, the Drugs Act 2005 entered into force in the United Kingdom. The Act gives new powers to drug law enforcement agencies to test arrested persons for cocaine and heroin and to make drug trafficking near schools or involving children as drug couriers an aggravating factor in sentencing. The Act also facilitates action against suspected "drug swallows"⁴⁷ by remanding them in custody for up to eight days.

584. In Ukraine, the Cabinet of Ministers has proposed amending the list of scheduled drugs to reclassify methadone as a prohibited substance, thus barring its use for therapeutic purposes. Pursuant to article 39 of the 1961 Convention, a Government may adopt stricter measures than those provided for in the Convention. Nevertheless, the Board notes that WHO included methadone in its Model List of Essential Medicines in June 2005.

585. The Board calls on the Parliament of Bosnia and Herzegovina to urgently adopt draft drug control legislation in order to facilitate action to address the situation with regard to drug and precursor trafficking in that country. The geographical location of Bosnia

and Herzegovina and the lack of adequate national legislation, a central control structure and trained personnel make that country an easy target for international criminal organizations.

586. In the Netherlands, a new regulation introduced in 2005 requires air passengers and aircraft arriving from South America and the Caribbean to be subject to thorough controls. As a result, more than 1 ton of cocaine has been seized, which underlines the importance of those routes to traffickers sending cocaine to Europe. The Board welcomes effective action taken in the Netherlands on that matter.

587. In September 2005, the Government of the Russian Federation adopted a national programme for the prevention of drug abuse and drug trafficking for the period 2005-2009, which is aimed at, inter alia, reducing significantly the extent and consequences of drug abuse by 2010. The Board urges the Government to ensure that sufficient funds are available to carry out the programme.

588. Several Governments of European countries are in the process of reviewing or evaluating their drug control strategies. In 2005, the Mid-term Review of the National Drugs Strategy 2001-2008 of Ireland was published. Portugal has been undertaking a comprehensive review of its drug control strategy for 1999 and action plan on drugs for the period 2001-2004, evaluating their consistency, efficiency and effectiveness. According to the European Monitoring Centre for Drugs and Drug Addiction, the Governments of the majority of European Union member States now evaluate implementation of their actions, and the Governments of some of those States (France, Ireland, Portugal and Spain) even evaluate the effectiveness of their policy regarding the drug problem. The Board calls on all Governments of all countries in Europe to make it a priority to evaluate national drug control strategies, programmes and action plans.

589. The Government of Spain has launched an action plan for the period 2005-2008 as part of the implementation of its national drug control strategy for the period 2000-2008. The action plan encompasses a number of measures to be completed in a set time frame. The measures incorporated in the action plan cover various areas of drug control such as international cooperation, the prevention of drug abuse,

the social reintegration of drug abusers and the provision of measures to control illicit drug supply.

590. The Board reiterates its position that drug injection rooms or other facilities, where persons may abuse drugs acquired illicitly, facilitate the illicit use of internationally controlled substances and violate the provisions of the international drug control treaties. Drug injection rooms contravene the major principle of the treaties, namely that the use of drugs should be limited to medical and scientific purposes. The Board therefore deeply regrets the opening of a drug injection room in Norway in January 2005 and urges the Government to take immediate and necessary steps to ensure full compliance with the international drug control treaties.

591. In the United Kingdom, the National Treatment Agency for Substance Misuse in England launched in June 2005 a new strategy to improve the effectiveness of drug abuse treatment for adults for the period 2005-2008. One of the objectives of the strategy is to ensure that, for persons voluntarily seeking drug abuse treatment, the waiting time for such treatment does not exceed three weeks; another objective is to ensure faster access for priority groups.

592. In the United Kingdom, Operation Crackdown, a three-month campaign by 33 police forces in England and Wales aimed at addressing the problem of drug trafficking, has led to the closure of 170 crack houses, as well as the seizure of 123 kg of cocaine, 3.4 kg of crack cocaine, 119.8 kg of heroin and 86,059 MDMA tablets.

Cultivation, production, manufacture, trafficking and abuse

Narcotic drugs

593. The cannabis plant continues to be cultivated in several European countries, in particular Albania and the Netherlands. In the Netherlands, the number of shops where cannabis seeds can be purchased increased to over 300 in 2004. The Government of the Netherlands estimates that the cannabis industry in that country consists of 1,200 retail businesses, employing about 4,600 people. While the total revenue of the cannabis industry in the Netherlands is not known, the annual turnover of outlets where cannabis is sold and used (so-called "coffee shops") is estimated by the Government to be between €211 million and

€283 million. The number of so-called "coffee shops" continued to decline, from 1,179 in 1997 to 737 in 2004. The Board encourages the Government of the Netherlands to pursue its policy towards the elimination of those outlets.

594. Morocco continues to be a major source of cannabis resin abused in Western and Central Europe; other major sources of that drug are Afghanistan and Pakistan, as well as countries in Central Asia. Cannabis resin from Albania can be found on the illicit markets of Greece and various countries in the Balkans. Large amounts of cannabis resin are smuggled through Portugal, as indicated by a single seizure in France of 4.7 tons of that drug arriving from Portugal.

595. The European School Survey Project on Alcohol and Other Drugs (ESPAD) found that the lifetime prevalence of cannabis among secondary school students 15-16 years old rose by an annual average of almost 25 per cent between 1999 and 2003. In the Czech Republic, for example, 44 per cent of students have abused cannabis or cannabis resin. A high prevalence rate for cannabis abuse has also been reported in France, Ireland, Switzerland and the United Kingdom. Other European countries in which more than one fourth of the school population has abused cannabis include Belgium, Germany, Italy, the Netherlands, Slovakia and Slovenia. The lowest level of cannabis abuse has been reported in Cyprus, Greece, Romania and Sweden. The countries with the highest prevalence rate for cannabis abuse in the previous month include the Czech Republic, France, Switzerland and the United Kingdom. A report on the health of Irish students,⁴⁸ containing the results of the College Lifestyle and Attitudinal National Survey, was published in April 2005. The Survey revealed that cannabis was the illicit drug most commonly used by students: 37 per cent of the students participating in the Survey stated that they had abused cannabis in the previous 12 months.

596. The Board encourages the Government of the Netherlands to develop and implement an action plan to discourage cannabis abuse, an initiative that the Government announced in an inter-ministerial policy paper on cannabis in 2004.⁴⁹ This is particularly important as research has shown that the concentration of THC in cannabis products from the Netherlands has increased significantly over the years, from an average of about 8 per cent in 1999 to 20.4 per cent in 2004.

597. The volume of cocaine seizures has increased, particularly in Western Europe. That is partly attributable to strengthened law enforcement measures in the Netherlands: the introduction of routine checks on flights from Latin America to the Netherlands resulted in the seizure of a total of 1,675 kg of cocaine and the arrest of 565 couriers. In addition, a total of 1,545 kg of cocaine that had been concealed in air freight was seized in the Netherlands. The total volume of cocaine seized in the Netherlands increased from 17.6 tons in 2003 to 21.4 tons in 2004.

598. Most of the cocaine that is smuggled into Europe enters the region through Spain or the Netherlands, though the use of other countries (notably countries with airports that are not so well controlled) as entry points has also increased in recent years. Exceptionally large individual seizures of cocaine were made in Portugal and Spain in 2005. The largest single seizure of cocaine in 2005, 5.4 tons, was made in Spain in cooperation with the Greek authorities. Another seizure of almost 5 tons was made south-east of the Canary Islands. In the United Kingdom, seizures of cocaine totalling 12 tons were made as a result of Operation Kingfish, a joint operation involving law enforcement agencies in Jamaica and the United Kingdom. In Switzerland, the total volume of cocaine seized almost doubled, from 188.6 kg in 2003 to 361.4 kg in 2004.

599. New trends in cocaine trafficking include the increasing importance of a trafficking route leading from the Andean subregion through Western Africa to Europe. That variation of the traditional trafficking route seems to be linked to better controls in the Netherlands and along the northern coast of Spain. Colombian trafficking groups are now shipping cocaine to Spain through the islands and countries off the coast of Mauritania and Senegal.

600. Increased seizures of cocaine in Europe reflect increased abuse of that drug, which is evident from the fact that more Europeans are seeking treatment for cocaine-related problems. In the Netherlands and Spain, cocaine is now the second most commonly reported drug in specialist treatment centres after heroin. Surveys show that the annual prevalence rate for cocaine abuse has risen among young persons in Denmark, Germany, Spain and the United Kingdom, as well as in some areas in Austria, Greece, Ireland and Italy.

601. In Europe, the illicit demand for heroin is estimated to be about 170 tons, about half of which is abused in Western and Central Europe. The bulk of the heroin entering Western Europe continues to be transported via the Balkan route to the Netherlands and from there, in smaller consignments, back to Germany and other Western European countries. Data analysed in 2004 indicate that there was an increase in the smuggling of heroin along the Balkan route, as well as through Italy. Most of the heroin continues to be smuggled in trucks. Analysis of seizures shows that the southern Balkan route (leading to Italy, via Greece, Albania or the former Yugoslav Republic of Macedonia) appears to be used as frequently as the northern Balkan route (via Turkey, Bulgaria, Romania, Hungary and Austria, in that order).

602. Most of the heroin is seized in the United Kingdom, Italy, Germany, the Netherlands, France and the Russian Federation (in that order). In the Russian Federation, 240 kg of heroin were seized in a single operation in July 2005. Russian officials have termed the flow of heroin entering their country a threat to national security. Most of the heroin seized in the Russian Federation originates in Afghanistan.

603. According to UNODC, in Europe the annual prevalence for the abuse of opiates is 0.8 per cent. In individual countries in Eastern Europe, the annual prevalence rate for the abuse of opiates is higher than the average for Europe as a whole; for example, in Estonia the rate is 1.2 per cent and in Latvia, 1.7 per cent. In the Russian Federation, the number is estimated to be about 1 million. The number of heroin abusers in Western and Central Europe is estimated at 1.5 million, or 0.5 per cent of the population aged 15-64. Italy and the United Kingdom continue to report a high level of heroin abuse.

604. In January 2005, there were 308,000 officially registered HIV/AIDS cases in the Russian Federation, an increase of 10 per cent over the figure of the previous year. (In 1999, only 10,000 cases of HIV infection were reported.) Drug abusers account for about 56 per cent of new HIV cases registered in 2004.

605. The number of drug-related deaths appears to be declining in many European countries. According to the European Monitoring Centre for Drugs and Drug Addiction, drug-related deaths in Europe decreased from 8,838 in 2000 to 8,306 in 2001, representing a small but significant decline (6 per cent). According to

an annual report of the Ministry of Health of Germany, in 2004, the number of drug-related deaths in that country was at the lowest level since 1989. Similarly, in 2004, there were 1,372 drug-related deaths in the United Kingdom, the lowest level since 1997.

Psychotropic substances

606. Europe remains the main source of MDMA abused in that region, as well as in the Americas and Asia. Most of the MDMA consignments seized by European drug law enforcement agencies is believed to originate in the Netherlands. German law enforcement authorities have reported that an increasing number of MDMA consignments are being intercepted on their way to countries in Southern and South-Eastern Europe.

607. European countries account for a third of global MDMA abuse. The recently published results of ESPAD indicate that MDMA is the second most commonly abused drug in Europe after cannabis. A report on the health of Irish students,⁵⁰ containing the results of the College Lifestyle and Attitudinal National Survey, revealed that MDMA was the second most commonly abused illicit drug among students in that country; it was followed by cocaine, "magic mushrooms" (psilocybin) and amphetamines.

608. The main sources of the amphetamine found on the illicit markets in Europe are located in the region itself (Belgium, the Netherlands and Poland). In addition Bulgaria, Estonia and Lithuania also play an important role in the illicit manufacture of amphetamine. Although there is significant illicit manufacture of amphetamine in Bulgaria, it is not mentioned as a source country for the amphetamine seized in Western Europe, which indicates that the finished product is smuggled into countries outside of Europe. The precursor P-2-P, which is used for the manufacture of amphetamine, is being clandestinely manufactured in the Russian Federation and Ukraine; there are also some indications of the illicit manufacture of amphetamine in Lithuania and Poland.

609. According to ESPAD, the countries in Europe with the highest percentage of students that have abused amphetamines (5-7 per cent each) are Estonia, Germany, Iceland, Lithuania and Poland. In 13 other countries, no more than 1 per cent of students reported that they had abused amphetamines.

610. The illicit manufacture of methamphetamine in Europe continues to be limited to the Czech Republic and some of the Baltic States. In Germany, about 8 kg of crystal methamphetamine were seized in the area along that country's border with the Czech Republic.

611. While there has always been illicit demand for buprenorphine in those countries where there is licit demand for the substance (which is primarily used in drug substitution treatment), it appears that buprenorphine is being smuggled across borders in Europe. Preparations containing buprenorphine are being smuggled into Finland, mainly out of France. In 2005, Estonia emerged as a significant source of the buprenorphine preparations found on illicit markets in Finland. In Estonia, such preparations can be easily obtained in pharmacies with prescriptions. Finnish drug law enforcement authorities seize more than 30,000 tablets containing buprenorphine every year.

612. In Europe, the country in which tranquilizers or sedatives are most commonly abused is Poland (17 per cent), followed by Lithuania, France and the Czech Republic. The lowest prevalence rate for the abuse of such substances is in Austria, Bulgaria, Germany, Ireland, Ukraine and the United Kingdom (2 per cent each).

Missions

613. A meeting of the President of the Board, with the Secretary of the Board and the High Representative for the Implementation of the Peace Agreement on Bosnia and Herzegovina was held in August 2005. The High Representative expressed concern over current national drug control legislation and administrative mechanisms, which have turned the country into a safe haven for traffickers of illicit drugs and precursors. Outdated and fragmented legislation that is not applicable throughout the entire territory of Bosnia and Herzegovina and outdated lists of internationally controlled substances, as well as the lack of central administrative and control bodies, are some of the factors that have prevented effective action by the authorities. As a result, most of the narcotic drugs produced in or smuggled out of Bosnia and Herzegovina are able to make their way into Western Europe. Moreover, drug abuse is becoming a serious problem in Bosnia and Herzegovina itself. The Board welcomes the fact that the draft Law on the Prevention and Suppression of Narcotics Drugs, which will bring

national drug control legislation up to date and close gaps between the drug control laws of the entities of Republika Srpska and the Federation of Bosnia and Herzegovina, was approved by the constitutional committees of both houses of Parliament in September 2005. The Board urges the Parliament to adopt the draft law as soon as possible. The Board commends the High Representative for his commitment to achieving the aims of the international drug control treaties, to which Bosnia and Herzegovina is a party.

614. In June 2005, a mission of the Board visited Bulgaria. The Board notes that the Government of Bulgaria has the political commitment and the will to deal with drug abuse, drug trafficking and organized crime. Drug control policies, national drug control legislation and the institutional framework to carry out those policies and implement that legislation are well developed. The National Anti-Drug Strategy of the Republic of Bulgaria 2003-2008 is implemented on the basis of an action plan that links the Strategy to other key national reforms and strategies relevant to measures to reduce illicit drug supply and demand. Cooperation between drug regulatory authorities, police and customs is well established. However, the institutional framework is compromised by corruption. The Government of Bulgaria will therefore need to intensify its efforts to detect and counteract corruption among government officials at all levels.

615. In Bulgaria, the annual prevalence rate for drug abuse is still lower than in most other European countries. Nevertheless, the high percentage of persons who abuse drugs by injection among both heroin abusers and amphetamine abusers is a cause for serious concern. The Board advises the Government of Bulgaria to focus its drug abuse prevention activities on both of those worrying trends and to devote increasing attention to the growing abuse of synthetic drugs by injection.

616. In order to address the problem of large-scale smuggling of counterfeit Captagon tablets from illicit laboratories in Bulgaria into countries on the Arabian peninsula, the Board urges the Government of Bulgaria to initiate, together with other countries concerned and with the support of Interpol, a multilateral operation to investigate trafficking in counterfeit Captagon tablets, with a view to dismantling the international criminal groups involved.

617. The Board sent a mission to the Russian Federation in May 2005 to review the drug control situation and the progress made by the Government following its mission to that country in 2000. The Board welcomes the fact that the Government continues to be strongly committed to addressing all aspects of the drug problem. The Board encourages the Government to provide additional resources for drug control and to constantly evaluate the effectiveness of the use of those resources. The Board notes with satisfaction that the creation of the Federal Drug Control Service has led to the strengthening of the institutional network for drug control in the Russian Federation. The Board encourages the Government to further improve coordination and cooperation among the drug control bodies and urges the Government to ensure the effective flow of information between them.

618. The Board notes with concern the large extent of drug abuse in the Russian Federation. The Board requests the Government to facilitate the systematic collection and analysis of epidemiological data on drug abuse and to ensure the availability and quality of drug dependence treatment. The Board encourages the Government to ensure adequate coordination and cooperation between the services providing treatment for drug addicts and HIV/AIDS services. The Board urges the Government to provide adequate human resources and equipment to customs authorities and border guards to prevent drug smuggling. The Government should adopt effective measures to facilitate the confiscation of proceeds from drug-related crime.

619. The Board welcomes the continuous attention given by the Russian authorities to the control of precursors and encourages the Government to examine the present mechanism for their control with a view to further increasing its effectiveness. The Board urges the Government to strengthen cooperation among the various departments involved in the preparation of statistical reports for submission to the Board. The Government should promote the rational use of narcotic drugs and psychotropic substances for medical treatment, including the use of opioids for the treatment of pain.