

**INTERNATIONAL NARCOTICS CONTROL BOARD**

**Geneva**

**Report to the Economic and Social Council  
on the Work of the Board**

**in 1969**



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## 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.

## FOREWORD

In accordance with the provisions of the relevant treaties (vide page v), the International Narcotics Control Board submits the following report to the Economic and Social Council and to the Contracting Parties on its work during 1969.

The report proper is a central document setting forth the Board's considered opinions and specific recommendations with reference to the contemporary narcotic drug situation throughout the world and to particular developments in the general scene. The publication of annual reports by the Board is expressly prescribed by the treaties as a means of fulfilling its responsibility for supervising the implementation of the various conventions on narcotic drugs and they are the principal instrument by which the Board is enabled to convey to all governments its interpretation of the information which is supplied to it in terms of the treaties.

The limitation system of manufacture and international trade laid down by the narcotic treaties is based on estimates of requirements submitted by governments and examined by the Board. The Board itself frames estimates in all cases where governments fail to supply them and such estimates have the same binding effect as if they had been supplied by the governments. To bring the system into application the Board publishes these estimates in its annual Statement entitled "Estimated World Requirements of Narcotic Drugs and Estimates of World Production of Opium" and governments are thereby enabled to satisfy themselves in respect of their own countries that the amounts manufactured, imported, and exported remain within the limits contemplated by the treaties. This statement also includes forecasts of opium production by governments of producing countries. This year the method of computing the estimates is defined and the operation of the estimates system is explained. The Statement of world requirements and opium production is supplemented by four documents containing additional and revised estimates received during each quarter of the year under review.

A second accompaniment to the annual report is the "Statistics on Narcotic Drugs and Maximum Levels of Opium Stocks" containing, in respect of the year antecedent to the one covered by the report and the preceding four years, tabular statistics showing licit movement of narcotic drugs from the production of the raw material to the consumption of the finished product. The countries and territories which send in all their returns are listed, as are also the few which failed to do so. Synoptic tables of maximum permissible opium stocks are given, together with a comprehensive review of the trends in the licit movement of narcotic drugs, and a brief statement of seizures in illicit traffic.

The third companion publication, the "Comparative Statement of Estimates and Statistics on Narcotic Drugs" consists of a balance sheet reflecting the movement of narcotic drugs in each country and territory. This has the double purpose of ensuring that governments fully account for their supplies of narcotic drugs, and that in actual practice manufacture, import, utilization and stocks are kept within defined limits.

### Membership of the Board

Article 10 of the 1961 Convention provides that the members of the Board shall be appointed by the Economic and Social Council for a term of three years. At its 42nd session (May-June 1967), the Council appointed the following members who have exercised their term of office since 2 March 1968:

Mr. M. ASLAM

Managing Director of a newspaper group; Formerly Secretary, Ministry of Commerce and Member, Central Board of Revenue, Government of Pakistan; Leader of the Pakistan delegation to the Conference of the United Nations for the adoption of a Single Convention on Narcotic Drugs, 1961. Vice-President of the Board since 1968.

Professor Michel A. ATTISSO

Professor at the Joint Faculty of Medicine and Pharmacy of Dakar (Senegal); Professor by special appointment at the Faculty of Pharmacy of Montpellier (France); 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; Chairman of the Scientific Council of the Organization of African Unity; Vice-President of the International Union for Health Education.

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 Unanue (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.

Dr. Amin ISMAIL CHEHAB

Former Director-General of the Pharmaceutical Department and rapporteur of the Committee on Registration of Pharmaceutical Preparations, Ministry of Public Health, Cairo; former member of the committees on the Egyptian Pharmacopoeia and Egyptian Hospital Pharmacopoeia; former member of the Supreme Board of Pharmaceuticals; former lecturer and external examiner at the Faculty of Pharmacy, Cairo University; representative of the United Arab Republic on the United Nations Commission on Narcotic Drugs in 1946, 1949, 1954 and from 1956 to 1962; rapporteur in 1956 and vice-president in 1960 and 1961 of that Commission; representative of the United Arab Republic at the United Nations Conference for the Adoption of a Single Convention on Narcotic Drugs, 1961, and Vice-chairman of the Technical Committee of that conference. Member of the Permanent Central Narcotics Board from 1963 to 1968; member of the Drug Supervisory Body in 1967 and 1968.

Professor Sukru KAYMAKÇALAN

Chairman of the Department of Pharmacology, Medical Faculty of Ankara University; Head of Section of Pharmacology, Hacettepe University, Ankara; member of the World Health Organization Expert Advisory Panel on Drug Dependence; member of the Executive Committee of Medical Research Group, 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 and member of the Technical Committee during the Conference of the United Nations for the Adoption of a Single Convention on Narcotic Drugs, 1961.

Dr. Tatsuo KARIYONE

Professor Emeritus of the University of Kyoto; honorary Doctor of the University of Paris; member of the Panel Committee of the International Pharmacopoeia of the World Health Organization; former Professor Kyoto University (Pharmacognosy and Phytochemistry); former Director of the National Institute of Hygienic Sciences; former President of National Board of Pharmacy; former Chairman of the Board of Japanese Pharmacopoeia; former Chairman of the Board of National Examination for the license of Pharmacists; former President of the Society of Pharmaceutical Sciences of Japan; former President of the Pharmacists' Association of Japan; former President of Food-Hygienic Society of Japan; honorary member of the American Society of Pharmacognosy.

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, 1952-1953-1954 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.

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.

Mr. Leon STEINIG

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

Dr. Imre VERTES

Former Director of the Budapest Pharmaceutical Centre; former member of the Pharmaceutical Commission of the Hungarian Academy of Sciences; representative of the People's Republic of Hungary at the United Nations Commission on Narcotic Drugs from 1958 to 1964 and Vice-President of that Commission in 1962, 1963 and 1964; member of the Hungarian delegation at the Conference of the United Nations for the Adoption of a Single Convention on Narcotic Drugs, 1961; Vice-President of the Hungarian Pharmaceutical Society from 1959 to 1968 and Honorary Member of the Bureau of this Society.

At its fourth session, in May 1969, the Board re-elected Sir Harry Greenfield President, Professor Granier-Doyeux and Mr. Aslam, Vice-Presidents and Mr. Steinig, Rapporteur, for the period until the first session of the Board in 1970.

#### Sessions in 1969

The Board held its fourth session from 27 May to 6 June and its fifth session from 22 October to 14 November 1969. The Secretary-General was represented at these sessions by Dr. V. Kušević, Director of the Division of Narcotic Drugs of the United Nations Secretariat, by Mr. S. Sotiroff, Mr. Ansar Khan and Mr. K.N.S. Sarma, officers of that Division. The World Health Organization was represented at these sessions by Professor H. Halbach, Director, Division of Pharmacology and Toxicology, by Dr. D.C. Cameron, Chief, Drug Dependence Unit, and by Dr. T. Chrusciel, Medical Officer, Drug Dependence Unit.

### Representation at International Conferences

The Board was represented by the President and the Secretary at the 46th session of the Economic and Social Council (New York, May 1969), by the President, the Rapporteur, the Secretary and the Deputy-Secretary to the 23rd session of the Commission on Narcotic Drugs (Geneva, January 1969); by the Secretary and the Deputy-Secretary to the 43rd session of the Executive Board of the World Health Organization (Geneva, February 1969); by the Secretary at the seventeenth session of the WHO Expert Committee on Dependence-Producing Drugs (Geneva, August 1969); by the Secretary to the United Nations Regional Training Mission on Narcotics Control for Law Enforcement Officers in Africa (June-July 1969); by the Secretary to the ad-hoc Inter-Agency Meeting on Technical Assistance in the field of Narcotics (Geneva, June 1969); by the Deputy-Secretary to the Seminar on Narcotics Control in Latin America (Mexico, September-October 1969); and by the Secretary to the Symposium on the Botanic and Chemistry of Cannabis (London, April 1969) organized by the Institute for the Study of Drug Dependence (United Kingdom).

### Periodicity of Board's sessions

During its 23rd session in 1968 the General Assembly of the United Nations reviewed the pattern of recurrent conferences and meetings and in resolution 2478 (XXIII), approved the recommendations of its Committee on Conferences that annual sessions of various organs, including the Board, be limited to one. The Assembly requested the bodies concerned to review their meeting programmes and report to their parent organs.

The Board has carefully considered this matter in all its aspects and recalls in particular that:

the Board is an organ established by an international treaty namely the 1961 Convention and it took over the functions previously exercised by the Permanent Central Board and the Supervisory Body, which were themselves treaty organs created by the narcotics Conventions of 1925 and 1931;

it is recognized in the Repertory of Practice of United Nations Organs (Vol. I, p. 229, para.23), as a treaty organ whose "terms of reference, having been laid down by treaty, cannot be modified by a principal organ of the United Nations"; and

the 1961 Convention directs in article 11, para. 2 that: "The Board shall meet as often as, in its opinion, may be necessary for the proper discharge of its functions, but shall hold at least two sessions in each calendar year".

In his communication addressed to the Secretary-General providing background information on this provision of the 1961 Convention, the President of the Board called attention to a number of additional factors. The text of his letter is reproduced in Annex A.

In applying the narcotics treaties the Board has continual regard to the fundamental principle, which has been amply confirmed in experience, that successful application of the treaties and the protection against drug abuse which they are designed to provide can only be achieved if the obligations freely entered into by Parties to these treaties are scrupulously observed, as well by governments as by intergovernmental and international organizations. It follows inescapably, both from the nature of its duties and from the provisions of the treaties, that the Board must hold at least two sessions each year. Like its predecessors the Board will constantly so conduct its work as to utilize to the best advantage the resources made available to it.

#### 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.

## MAIN DEVELOPMENTS IN 1969

1. In pursuing its task of supervising the operation of the narcotics treaties currently in force, the Board in its second year of office has directed itself to a critical scrutiny of its procedure for the implementation of the treaties. It has also devoted much of its time to assisting national narcotics administrations to cope with difficulties inevitably encountered in applying the provisions of the 1961 Convention following its coming into effect in 1964.
2. The misuse of dangerous psychotropic substances, not yet under international control which has long caused growing anxiety to many governments and to international organs concerned with the subject, continues to proliferate to a degree which is now causing grave general alarm and important counter-measures have been set in train. As enjoined by the General Assembly in Resolution 2433 (XXIII) of December 1968 the Commission on Narcotic Drugs, at its 23rd session in Geneva in January 1969 pursued the complicated task of drawing up legal provisions which would ensure effective control over the movement of these substances, on lines analogous to those advocated by the Permanent Central Board in its annual report for 1967. 1/ The present Board is continuing to take an active part in the preparation of material for the consideration of a plenipotentiary conference to be convened with a view to framing a comprehensive international treaty.
3. Since 1966 the Permanent Central Board and the present Board have advocated the adoption of comprehensive measures to reduce illegal and uncontrolled production of narcotic raw materials. The Board is gratified that these recommendations were taken up by the General Assembly in its Resolution 2434 (XXIII) of December 1968 which directed the Secretary-General to draw up proposals for submission to the Assembly at its 25th session in 1970. At a meeting convened in June 1969 in pursuance of this resolution, representatives of United Nations Organs, of specialized agencies concerned with development, and of the Board framed recommendations with the twin objectives of reducing the availability of these materials by controls over production and of abating the demand for narcotic drugs by programmes for prevention, treatment and rehabilitation.
4. In contrast to these forward-looking measures the movement towards limiting the supply of dangerous raw materials encountered a potentially serious setback early in 1969 when the Government of Iran rescinded the ban on opium poppy cultivation which it had imposed in 1955. The Board understands that the purpose of this decision is primarily to produce opium for medical and scientific requirements within Iran and possibly for export, and it trusts that the government will constantly review the situation to keep production within these limits. The ban was, however, a courageous and exemplary measure of social legislation for the reasons indicated by the Permanent Central Board in successive annual reports 2/ and its annulment cannot but cause profound regret.

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1/ United Nations document E/OB/23-E/DSB/25, para. 112-164.

2/ United Nations documents E/OB/21, para. 34-40; E/OB/22, para. 48-56 and E/OB/23-E/DSB/25, para. 83-86.

## THE INTERNATIONAL SYSTEM OF NARCOTICS CONTROL

5. The purpose of this system is so to regulate the production of, and trade in, narcotic substances as to restrict their use to medical and scientific purposes. It consists of national administrative measures co-ordinated and supervised by international organs on behalf, and in the interest, of the community of nations. Each passing year to date has re-emphasized the need for such regulation and has brought additional evidence of the grave social and economic consequences engendered by misuse of narcotic substances and of the infectious character of such misuse.
6. The working of the system clearly depends on the co-operation of all governments; and it can only succeed if all national administrations can be brought to a reasonable standard of efficiency and if all nations recognize that wholehearted participation in the system is an obligation which they owe to others. Even one weak link in the system, one area in which controls are negligently or inefficiently applied, can bring serious hazard to the welfare of other areas. It follows that the Board must be continuously watchful to ensure that individual countries comply with the provisions of the treaties, whether or not they are formally Parties thereto, and must closely scrutinize the reports, statistical returns and estimates submitted by governments so as to analyse the course of international trade in these substances and to ascertain whether and to what degree of detail the technical requirements of the treaties are observed.
7. For the fulfilment of the functions assigned to it by the treaties the Board maintains continuous correspondence with all national authorities responsible for narcotics control. It also preserves the closest accord with the United Nations Commission on Narcotic Drugs, the World Health Organization, and with other international bodies which are in any way concerned, directly or indirectly, with the abuse of dangerous drugs. In these and other ways it keeps itself fully and constantly informed on all aspects of the subject.
8. With the aid of its Secretariat the Board collates and compares the detailed information given in the quarterly and annual returns which the treaties require governments to submit on the several aspects of commerce in narcotic substances, such as agricultural production, manufacture, exports, imports, consumption and stocks, together with information regarding seizures of contraband.
9. Where in the course of these studies the Board discerns weaknesses of administration it seeks to remedy them in conjunction with the governments concerned and it does this in a variety of ways: by correspondence; by the loan of experts; either directly or through the organs of technical assistance; or by participating in seminars or periodical missions organized to assist officers in national control services to improve their technical competence. Since publication of its last report, its officers have visited Congo (Kinshasa), Niger and Ecuador, to render direct practical assistance of this kind, and these visits are already bearing fruit in the form of improved collaboration.
10. The Board readily acknowledges that over the years there has been a steady improvement in the accuracy, completeness and promptitude of governmental reporting under the treaties. Nevertheless there is still a substantial proportion of deficiencies which materially detract from the effectiveness of the international

system as a whole. In a number of countries the narcotics administration falls short of an acceptable standard; sometimes because the governments fail to appreciate, or perhaps even disregard, the risk of drug dependence developing within their territories; sometimes because the country does not possess the means of providing itself with an efficient control service. In particular Mongolia and Nepal are not yet able to participate fully in the international system. It is also a matter of continuing regret to the Board that it is without direct information from China (Mainland) since this creates a lacuna of great importance. Nor has the Board yet been able to enlist the co-operation of North Viet-Nam.

11. Certain administrations neglect to conform to the prescribed time-table for the submission of statistical and other returns. Some governments fail for no apparent reason to reply, perhaps for several months, to requests from the Board for explanations in regard to the application of the treaties, and do not recognize the handicap which they thereby impose on the Board in carrying out its duties. Impediments of this kind are especially hampering to the Board's examination of supplementary estimates of requirements of narcotic drugs and may thus delay the importation of essential medical supplies.

12. Part of these defects may well derive from inadequate co-operation between different branches of national administrations. In particular the Board has found a number of instances where information collected and prepared in good time by the appropriate department was not submitted to the Board until after considerable delay. In order to ensure the proper implementation of the treaties, it would be very desirable if the governments of such countries would take steps to improve inter-departmental co-ordination and to simplify the channels of communication.

13. The international control system was first instituted by the 1925 Convention and was amplified and strengthened by succeeding treaties and protocols and after more than thirty years of practical experience and adaptation, it was consolidated, simplified and completed in the 1961 Convention which entered into force in 1964. The pattern of the system having now been perfected in this important convention it is clearly desirable that this treaty should be universally accepted.

14. Since the preparation of the Board's last report ten countries<sup>3/</sup> have ratified or acceded to the Convention, bringing the total number of Parties to seventy-four, more than half the countries Members of the United Nations. The Board has always welcomed the fact that a number of those who are not yet Parties nevertheless conform to the provisions of the treaties; but it would clearly be much more satisfactory from all points of view, and especially from the administrative standpoint, if countries not Parties would formally ratify or accede to the 1961 Convention.

15. It cannot be stressed too often that the system will only achieve its maximum effectiveness when it has the adherence and support of all governments.

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<sup>3/</sup> Belgium, Bulgaria, China, Cyprus, France, Guinea, Mauritius, Nigeria, Venezuela and Upper Volta.

## THE SYSTEM IN ACTION

16. The Convention signed at Geneva on 19 February 1925 entered into force in September 1928. The control which it provided began to be effectively applied from January 1929 when the Permanent Central Board 4/ created by that Convention first met in session in Geneva.

17. This session was held against a background of wide-spread and growing disquiet for in the meantime the abuse of narcotic drugs, which had begun to manifest itself during the severe economic malaise which beset many countries in the wake of the First World War, had expanded alarmingly and in some countries had reached disastrous proportions. This disquiet found vigorous expression during the Tenth Assembly of the League of Nations in September 1929 and national delegates from several countries sharply criticized the absence of effective counter measures. In this mood of urgency the Assembly decided not to await the results of applying the 1925 Convention which were then just beginning to be put into effect, and unanimously resolved to introduce a new international treaty strictly limiting the manufacture of narcotic drugs to medical and scientific needs. Less than two years later the 1931 Convention was signed, and it entered into force in 1933.

18. The first task confronting the Permanent Central Board was to devise and establish in accordance with treaty provisions a comprehensive system of statistical reporting by Parties on all transactions in narcotic substances, in order to provide a dependable basis for studying the course of international trade in these substances. The necessity for a statistical base for this study was recognized from the very beginning of the international debate on the application of narcotic drug control. As early as 1912 the Hague Opium Conference had already decided that a rational regulatory system could only be made effective if it were firmly based on knowledge of the quantitatively measurable elements in a situation inevitably subject to change. This principle was expressly embodied in Article 12 of the 1912 Convention which imposed on Parties the obligation to exchange "statistics ... with as many details ... as possible" of their trade in the substances covered by the Convention. The 1925 Convention went somewhat further and required that the statistics should be "as complete and accurate ... as possible".

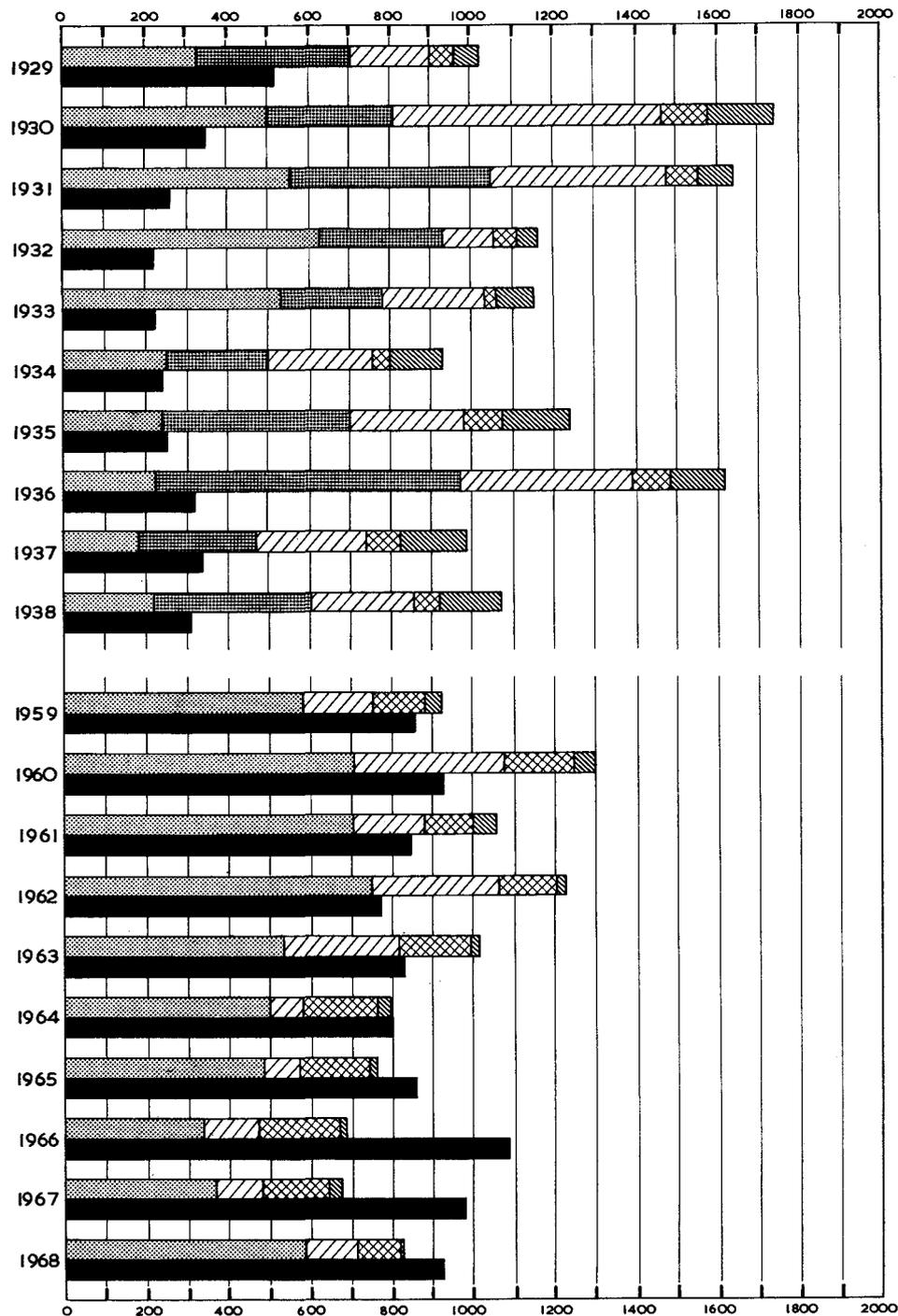
19. The system of statistical reporting devised by the Permanent Central Board was subsequently adapted from time to time in accordance with new treaties to meet changing needs. It has abundantly proved its worth over a period of forty years and it is the basis of the controls provided by the 1961 Convention. The wisdom and foresight of the Hague Conference in prescribing statistics as an indispensable condition of an international system of drug control have been confirmed by the accumulated experience of these four decades.

20. The wealth of information now available to the Board is exemplified in the following diagram which shows how the licit production of opium and its utilization for the manufacture of morphine have evolved during the opening and closing decades of the forty-year period for which statistics are now available.

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4/ This formal designation was in practice replaced first by "Permanent Central Opium Board" and later by "Permanent Central Narcotics Board".

DECLARED OPIUM PRODUCTION AND UTILISATION FOR THE  
MANUFACTURE OF MORPHINE (tons)



	India		Iran		Turkey
	USSR		Other countries excluding China		Utilised for the manufacture of morphine

21. During the first period (1929-1938) the quantity of opium produced substantially exceeded the quantity used for the manufacture of morphine. The differences are accounted for mainly by the tolerated use of opium for non-medical purposes (smoking or consumption in solid or liquid form) and partly by "quasi medical" consumption. 5/ These two factors gradually diminished, so that virtually all the declared production of opium is now applied to medical purposes, that is to say mainly for the manufacture of morphine, the bulk of which is converted into codeine.

22. The surplus of production over utilization in the years 1959-1963 was put into stocks which by the end of 1963 reached a round figure of 2000 tons. This was enough to supply manufacturers for more than two years even at a rising level of utilization and production was accordingly reduced.

23. The diagram also shows that in 1929 when the provisions of the 1925 Convention began to be applied, over 500 tons of opium went into authorized manufacture of morphine and that in 1930, on the eve of the 1931 Conference, this total fell sharply, stabilizing in 1932 at a level less than half of that in 1929.

24. It is evident that international controls so far from hampering the supply of opium for medical purposes have permitted the fulfilment of a rising level of legitimate needs which in 1968 reached a total of over 900 tons. At the same time the application of the treaties resulted in a dramatic reduction in the use of opium as an indulgence.

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5/ According to Resolution XI adopted by the United Nations Opium Conference (1953) this expression "denotes the use of opium without medical aid for relief of pain other than that caused by addiction to opium or to other narcotic drugs, but shall not include:

- (a) The use of opium dispensed in accordance with the provisions of article 9 of the 1925 Convention;
- (b) The use of drugs containing opium and exempted under article 8 of the 1925 Convention; and
- (c) Opium smoking".

### SPECIAL CASES

25. Certain observations are called for in respect of particular countries.

#### Iran

26. The announcement in January 1969 of Iran's decision to rescind the ban on poppy cultivation for the production of opium, which it had imposed in 1955, came as a sharp disappointment to the Board.

27. Prior to 1955, Iran ranked among the largest producers and exporters of opium. For example, in the period 1950-52 between 32 and 39 per cent of the total opium exports from opium producing countries to morphine manufacturing countries came from Iran.

28. Not only did production satisfy licit needs, it was also the source of supply for a considerable volume of abusive consumption both in Iran and elsewhere. In 1955 when the ban was introduced the number of addicts in Iran was authoritatively estimated at one and a half millions.

29. The decision to impose the ban as part of a campaign against opium addiction, which in the opinion of the authorities was then gravely undermining the health and social well-being of her people, was widely acclaimed both then and since; and it achieved notable success. With some technical assistance obtained by bilateral agreement and from United Nations sources, poppy cultivation which then extended over approximately 20,000 hectares was virtually eradicated and repeated tributes were paid by international bodies to the Government's resoluteness in applying the ban. This success was not achieved without cost. All preventive measures are expensive and these were on a wide scale. Moreover, of the estimated annual production which varied between 700 and 1,200 tons of opium prior to the ban, some 90 tons were exported on the licit market and the loss of the foreign exchange thereby earned was yet another sacrifice entailed by the campaign. Furthermore, to the dismay of the authorities the vacuum created by the extinction of internal sources of opium soon began to be filled by illicit supplies from certain adjoining countries, necessitating additional costly preventive measures.

30. In the face of the severe handicap imposed by this inflow, the success of the campaign against addiction was understandably less than complete. Even so the dimensions of the problem were notably reduced. Whereas at the beginning of the campaign the total number of addicts in Iran was estimated by the Government to be one and a half millions, they are now said to number "several hundred thousands".

31. The Government's sense of frustration at finding its strenuous and costly campaign thwarted by unscrupulous operators must command general sympathy. Yet from the international standpoint it is tragic that so enlightened a measure as Iran's suppression of poppy cultivation has been abandoned, particularly in view of the substantial success which it had achieved.

32. This experience has confirmed the view that prohibition of opium production by itself, however administratively successful, cannot suffice to eradicate a demand which arises from a compelling craving, and that suppression of production must be

supplemented by adequate treatment of addicts and by their rehabilitation and social reintegration. Provision of treatment facilities is now even more urgently necessary because the situation has recently been gravely complicated by increasing numbers of heroin addicts particularly among young people.

33. The intention of the present policy is to produce opium for medical and scientific purposes within the country and also for exports. The Government is satisfied that it will be able to keep production securely at this level and to prevent any leakages into illicit channels, and the Board trusts that this confidence will prove well founded.

34. It seems to the Board that if this policy of containment is to succeed it must embrace all aspects of the problem and must include:

- effective limitation of cultivation, leading again to prohibition;
- strict control over quantities harvested;
- suppression of illicit traffic;
- treatment and rehabilitation of addicts; and
- prevention of abuse by education and other means.

35. Side by side with all this there must be international co-operation in checking the flow of illicit opium into Iran from adjoining countries. Finally, if the Government of Iran should feel the need for technical expertise in carrying out this programme the Board would hope that international assistance would be readily forthcoming.

Turkey

36. For some time past Turkey has been progressively reducing the area assigned to poppy cultivation with a view to concentrating her production of opium and improving the efficiency of control. In 1955 cultivation was authorized over a total area of 43,980 hectares; and the total opium production amounted to 221 tons. By 1965 the cultivated area was reduced to 22,300 hectares. The quantity of opium produced in that year was 86 tons. Over the next three years the area was further reduced and in 1968 was 13,000 hectares; and, as a security measure, cultivation began to be withdrawn to areas distant from the frontiers.

37. The area of cultivation and the quantities of opium produced during the past five years were:

	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>
Area of cultivation in hectares .....	28,000	22,300	24,000	20,600	13,000
Production in tons .....	83	86	139	115	122

38. It is too early to judge the significance of these fluctuations. Variations in yield per hectare are inevitable in a crop which is particularly vulnerable to weather conditions. On the other hand the concentration of production has already begun to improve the yield per hectare (from 3 kg in 1964 to 9.4 kg in 1968). The stricter supervision of cultivation which will be possible in a reduced total area should lead to still further improvement in the future.

39. The Government of Turkey has declared that the area cultivated will be further contracted in 1970 to 12,000 hectares; and that in the latter year production will be completely concentrated in central districts.

40. These figures reflect the Government's determination to bring the situation under control. If the measures now planned are resolutely carried into effect they should go far to curb the illicit outflow of Turkish opium.

#### Afghanistan

41. The Board continues to be much disquieted by the opium situation in this country. In its report for 1966 the Permanent Central Board commented at length on this subject. <sup>6/</sup> Much of what it then wrote is still valid today. The Government has prohibited cultivation of the poppy. Nevertheless cultivation persists and a considerable quantity of opium flows into illicit channels.

42. The Board fully appreciates the extreme difficulty of coping with such a situation in a country which possesses few of the administrative resources that come with economic development and which is in particular handicapped by poor communications. It remains urgently necessary however that a vigorous campaign should be waged against illicit traffic in the area, that there should be close co-operation between the border authorities of Afghanistan and adjoining countries and that everything possible should be done to improve the economic and social structure of the regions whose inhabitants now depend on opium.

43. Measures of this kind are clearly beyond the resources of the Afghan Government and it is essential that increased financial and technical assistance should be made available from international sources.

#### Burma

44. Information available to the Board from various sources suggests that the situation in Burma is gradually improving. Measures towards economic and social development are reported to be in progress in the Shan State east of the Salween River where opium is licitly produced; and communications are being improved. The plans for economic development include the setting up of model farms for growing sunflower and beans and the substitution of wheat for poppy over large areas; they also provide for the imparting of instruction on collective cultivation of paddy and on the raising of cattle and poultry.

45. The Government hopes that by these and other means it may be possible in due course to eradicate poppy cultivation and to eliminate drug addiction. It has closed the shops for the sale of excise opium in this area. As part of a four-year plan it is arranging to purchase locally-produced opium and it is considering the possibility of bringing this region within the scope of its narcotics laws. These are steps in the right direction and the Board hopes that they will be steadfastly completed and will be reinforced by treatment and rehabilitation of addicts.

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<sup>6/</sup> United Nations document E/OB/22, para. 66-68.

46. The international organs stand ready to assist these endeavours in whatever way may be found feasible and it is earnestly to be hoped that the Government of Burma will soon see their way to take advantage of such co-operation.

#### Thailand

47. In 1966 the Permanent Central Board made a background study of opium production and consumption in Thailand and set out its conclusions at some length in its report for that year. <sup>7/</sup> Subsequent reports from Thailand indicate that the situation has not materially improved since that time. On the contrary it would seem that the problem has been exacerbated by increased resort to opium alkaloids and their derivatives in addition to opium. Clandestine heroin laboratories have been discovered and in 1967 the seizures of illicit heroin rose sharply to 226 kg - five times the previous average. Even more startling was the seizure in 1968 of 474 kg of morphine, another 400 per cent increase. At the same time opium seizures remained at a very high level.

48. The Government of Thailand is alive to the problem. It has successfully reduced the import of acetic anhydride destined for the clandestine heroin laboratories, and it has embarked on important counter-measures. It is clearly essential that these should be carried into fulfilment as quickly as possible and the Board hopes that when the Government applies for technical aid from international sources its application will be treated as a matter of urgent priority and the aid will be instantly forthcoming.

#### Laos

49. As related by the Permanent Central Board in its 1966 report <sup>8/</sup> the circumstances surrounding opium production in Laos were similar to those in Thailand. The Board has no information to show that the situation has in any way improved since then. On the other hand remedial measures would scarcely be feasible in the disturbed conditions now prevailing in that region.

#### Nepal

50. Both opium and cannabis are produced in Nepal and both substances are misused by inhabitants of that country. Most of the cannabis production is however illicitly exported and this is referred to particularly in paragraph 62 below.

51. The Board is in correspondence with the Government of Nepal and it hopes that in time more effective internal controls can be progressively introduced.

#### Lebanon

52. The campaign to replace the cultivation of cannabis by other crops is being steadily pursued and considerable progress has already been made. According to figures supplied by the Government to the Commission on Narcotic Drugs the programme

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<sup>7/</sup> United Nations document E/OB/22, para. 75-82.

<sup>8/</sup> United Nations document E/OB/22, para. 74.

began in 1966 with the substitution of sunflower (*Helianthus*) for cannabis on about 83 hectares; in the following year the area of replacement expanded to 1,000 hectares; and in 1968 it reached 2,887 hectares.

53. This presents a highly encouraging picture and it gives rise to the hope that cannabis cultivation in this country, which was estimated by the Lebanese authorities to cover between four and five thousand hectares, could in due course be eradicated.

54. The Government deserves every support, bilateral and multilateral, in its efforts to carry this commendable programme through to fulfilment.

#### Bolivia

55. The Board earnestly hopes that the Bolivian authorities will concentrate their efforts on the prompt implementation of the reforms envisaged in the Agreement concluded with the Bolivian Government in 1964 and confirmed during the second mission of the Permanent Central Board to Bolivia in 1966. Under the terms of this Agreement, the authorities agreed to eliminate progressively the production and chewing of coca leaves in this country.

56. The Board's anxieties in regard to coca leaf production and consumption in this and neighbouring countries in South America continue, therefore, unabated.

#### Peru

57. Uncertainty still surrounds the constitutional position of Peru in regard to the 1961 Convention, to which reference was made in the report of the Permanent Central Board for 1966, 9/ and for the reasons given in that report it is essential that the dubiety should be removed without further delay.

58. As was indicated in paragraph 100 of the same report Peru has contemplated a programme of gradual reduction of coca bush cultivation; but the production statistics which are supplied to the Board, and which are compiled on the basis of taxes collected on the sale of coca leaves, have not so far reflected the decrease in cultivation which might have been expected from this programme.

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9/ United Nations document E/OB/22, para. 101-102.

## CANNABIS

59. In terms of quantity and geographical spread cannabis more than retains its primacy as a drug of abuse. Under its various local appellations it is consumed by many millions of people throughout the world; and since in the opinion of the World Health Organization it has no intrinsic therapeutic value virtually all consumption can be characterized as abuse. Indulgence in cannabis has been practised for centuries in countries where the cannabis plant grows naturally, but in recent times it has spread rapidly in industrially advanced countries, especially among the younger generation, and the number of consumers in North America and in Europe can now be counted in millions and is still rising.

60. This development has aroused deep concern in the minds of governments and of the public at large and the subject is being intensively studied among all the disciplines involved - such as public health, education, social welfare, police and preventive services - and both in governmental and private institutions. It is safe to say that the problem of cannabis abuse besets most countries in a greater or lesser degree.

61. In India, where cannabis has been used for centuries the practice had limited detrimental consequences so long as the way of life was almost wholly rural, because the social sanctions in a village community can be very strong and resort to cannabis was regarded with disfavour by the villagers. Moreover in 1945 the authorities banned the use of cannabis resin (charas) and are now following an orderly plan designed to eliminate consumption of the flowering tops (ganja) within the 25 years prescribed by the 1961 Convention. Good progress has already been made; indigenous production is under effective excise regulation and, with four exceptions the individual States have totally prohibited consumption as an indulgence. At present the campaign is seriously hampered by the inflow of contraband cannabis from Nepal which has, predictably, been attracted by the high retail prices resulting from the constraints in India. Nevertheless, the Indian authorities are sanguine that they will succeed in their aim of abolishing consumption of cannabis throughout India by 1989 as prescribed by the 1961 Convention.

62. Nepal, for its part, is endeavouring to stem the flow of contraband "ganja" into India by prohibiting cultivation except under licence and by imposing a high tax on authorized cultivation. It also shows welcome signs of wishing to comply with the provisions of the narcotics treaties in general and has applied to the Board for technical material to this end.

63. The praiseworthy example set by Lebanon in its vigorous, and so far successful, campaign to replace cannabis cultivation by useful crops should stimulate the governments of other cannabis-growing areas to adopt similar measures, to the benefit of their own food supplies and to the relief of countries now afflicted by cannabis abuse.

64. In industrially advanced countries public and governmental reactions had been even more marked. In his important message to Congress in July 1969 the President of the United States underlined the need for international co-operation in reducing the "wretched traffic" in narcotics and dangerous drugs, a traffic which in the case of cannabis has now swollen to unprecedented dimensions and is continually flowing into fresh channels.

65. The President's call for the gathering and dissemination of more scientific knowledge to correct the current "prevalence of ignorance and misinformation" will provide welcome reinforcement to research already being made in other countries, as well as in the United States.

66. Further research in regard to cannabis is indeed urgently necessary, not only to establish the degree of danger attaching to its individual misuse but also because of its association with the misuse of the opiates on the one hand and of other dangerous psychotropic substances on the other. The report on cannabis published in 1968 by the United Kingdom Advisory Committee on Drug Dependence outlined a wide field of research which would be immediately helpful including, for example, the pharmacological effects of natural cannabis in its different forms; the effects of synthetic cannabis substances; clinical study of ill-effects, both immediate and long-term; investigation of possible cases of cannabis psychosis; and "sociological studies to establish the prevalence of usage, and to define more closely the different social groups, and the personality patterns, of consumers of cannabis as well as the effects of the drug-use upon their social efficiency."

67. The Board is glad to see that prompt action on this recommendation was taken by the United Kingdom Institute for the Study of Drug Dependence which in April 1969 opened a series of international seminars on cannabis, beginning with one on its botany and chemistry.

68. Recent studies have shown that misuse of cannabis has resulted in social deterioration of persons resorting to it. So far as concerns control over cannabis responsible public opinion in all countries holds that it would be unwise to relax restraints until full and expert investigation of the whole subject has shown what, if any, relaxation would be justified. There has however been some public debate as to whether the legal penalties for certain offences in respect of cannabis might be made less severe than those for morphine and heroin.

## ILLICIT AND UNCONTROLLED PRODUCTION

69. The Board and its predecessor body have always been profoundly concerned over the large quantities of narcotic raw material available from illicit or uncontrolled production in various parts of the world. This applied no less to coca-leaf and cannabis than to opium which has for long been the main staple of drug dependence.

70. In its report for 1965<sup>10/</sup> the Permanent Central Board made a broad assessment of the quantities of such raw materials at the disposal of the illicit traffic and deduced that, whereas the quantity of opium licitly produced for medical and scientific purposes amounted to about 800 tons a year, the total quantity annually available from illicit or uncontrolled sources and by clandestine diversion from licit production was of the order of 1200 tons. In regard to coca-leaf the Board found that only a tiny fraction of the authorized production was used for manufacture of cocaine for medical purposes and as a flavouring agent and that the vast bulk was consumed by the inhabitants of the Andean uplands and in the illicit manufacture of cocaine. It was unable to arrive at even an approximate figure in regard to cannabis, which it found was grown in considerable quantities in many countries.

71. Successive reports by the Permanent Central Board explained the conditions surrounding the production of these materials: much of it took place in remote, underdeveloped areas not under government control; many of the inhabitants depended on the sale of the materials for their livelihood and this might even constitute their sole source of cash income; a relatively large proportion of the local population misused these substances; they would see no compelling reason for reform and on the contrary would tend to resist any change in their way of life.

72. The Board concluded that in such circumstances an abiding solution could only be found by providing the cultivators with alternative crops or other economic activity and by giving them the necessary means of marketing their products.

73. The Board fully realised the complexity of the task and the immense difficulties in the way of carrying it to fulfilment. A mere recital of the adverse factors was daunting in itself: widespread poverty, low technical skills in agriculture and handicrafts, limited education facilities; absence of effective local government administration and archaic social structures. To bring about a radical social and economic change in such circumstances would entail a modification of attitudes and work habits and could only be achieved by concerted action based on careful planning. The Permanent Central Board accordingly recommended that a detailed study should first be made, to be followed by a co-ordinated programme of essential reforms in which the appropriate international organ would co-operate.

74. Following this lead the present Board also has subjected this problem to close and detailed study and in its report for 1968 <sup>11/</sup> it endorsed the recommendations of its predecessor body.

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<sup>10/</sup> United Nations document E/OB/21.

<sup>11/</sup> United Nations document E/INCB/1.

75. Looking back over the years it is clear that during the formative stages of the control measures introduced by the treaties the illicit traffic supplied itself more or less freely by recourse to unprotected sectors of the licit trade. As the controls began gradually to take effect this became progressively more difficult and traffickers have been obliged to look more and more to sources which are still beyond control, whether because they operate in defiance of the law or because for one reason or another it has so far been impossible to make them amenable to legal authority. Unfortunately these sources are both extensive and prolific and they constitute an enormous reserve. Some of these sources are remote and even now are difficult of access, but easier and speedier communications today are bringing them more and more within reach; and until they can be eliminated the illicit traffic can continue to flourish despite the constant efforts of national and international authorities to enhance the security of the centres and channels of the licit trade.

76. It is for this reason that both the Commission on Narcotic Drugs and the Board have repeatedly called the attention of governments to the need to find ways and means to cope with this problem which year by year becomes more imperatively urgent.

77. Its urgency is matched by its size and complexity. The areas of production are vast and are spread across the world, extending through much of Latin America, the Near and Middle East, South East Asia and large parts of Africa. As already stated, the Permanent Central Board estimated in 1966 that the total annual yield of opium for illicit purposes was in the region of 1,200 tons. This was a cautious assessment arrived at by careful analysis of the mass of statistical and other material in its possession; and from a similar analytical study the present Board is led to believe that the amount currently available for illicit purposes is certainly no less and may well be substantially more. Coca cultivation is similarly immense: even the official figures concede an annual production of 13,000 tons of coca leaves, of which less than 2% is required for medical purposes and for use as a flavouring agent. As for cannabis, new sources are constantly revealing themselves and the ever-growing mass of abusers round the world find little or no difficulty in providing themselves with ample supplies.

78. The present Board is impressed, moreover, by the fact that apart from its geographical magnitude the problem is complicated by deep-rooted economic and social factors. Not only is much of the cultivation beyond the effective outreach of governmental authority, the governments of the territories in which it is located are also acutely aware that such cultivation is a traditional part of the local way of life, that for many it represents their livelihood, or at least their sole means of cash income; that some of the produce has for centuries been consumed by the local population, whether as a household remedy or as an indulgence; and that only after long and patient education could they be made to understand the need for reforms and co-operate in them.

79. Clearly a problem of this scale and intricacy would not yield to peremptory treatment and it would be too much to expect that progress towards its solution can be other than very gradual indeed. This makes it all the more necessary that a beginning should be made at the earliest possible moment and that reforms, once agreed, should be steadfastly carried through despite the disappointments that will inevitably be encountered on the way. The Board was greatly encouraged to learn therefore that at its 23rd Session the General Assembly adopted in December 1968 a Resolution 2434 (XXIII) which "recognizing that drug addiction ... constitutes an obstacle to the economic and social development of the countries concerned"

"1. Requests the Secretary-General in co-operation with the Commission on Narcotic Drugs and the International Narcotics Control Board and in consultation with interested Governments, to develop plans for putting an end to the illegal or uncontrolled production of narcotic raw materials and to submit these plans, through the Economic and Social Council, to the General Assembly at its twenty-fifth session.

"2. Invites the specialized agencies, in particular the Food and Agriculture Organization of the United Nations, as well as the United Nations Conference on Trade and Development and the United Nations Industrial Development Organization to participate fully in the preparation of these plans;

"3. Recommends that the Governments concerned develop plans to seek assistance from these agencies, from the United Nations Development Programme and from bilateral sources in their efforts to develop alternative economic programmes and activities, such as the substitution of crops as one of the most constructive means of ending the illegal or uncontrolled cultivation of narcotic raw materials."

80. This is a very important and significant resolution which recognizes both the gravity of the situation and the complexity of the problem and acknowledges that the responsibility for its solution rests upon the world community as a whole.

81. Action on this resolution has been gratifyingly prompt. A meeting of representatives of all the United Nations organs and specialized agencies concerned was held in Geneva on 26 and 27 June 1969 to lay down guidelines, to set priorities and in general to determine the role which each of these bodies could most usefully play in implementing the General Assembly resolution. They took note of the intractable realities of the problems, which are indeed inescapable, and agreed that the three constituent elements, namely production, trade and consumption should be dealt with simultaneously; and they drew up a series of recommendations covering, inter alia, educational and enforcement measures, integrated rural development projects and continuing research at all levels - regional, national and international. They considered ways and means of financing these activities and they provided for constant interchange of information and opinions in carrying out a joint plan which the United Nations Organization undertook to prepare.

82. It was agreed that the most practicable approach was to deal first with areas where success seems more readily attainable. Ideally, a broadly-based campaign would be desirable for the reasons indicated in paragraphs 118-123 in the Permanent Central Board's report for 1966 12/ and particularly because suppression in one region may simply result in increased production in another; but the Board has always appreciated that the pattern and scale of operations must, of course, be governed by financial and other practical considerations.

83. The Board was glad to participate in this conference through its Secretary and it will willingly take part in the study which has now been initiated. A fundamental requirement is that both the overall plan and its fulfilment should be fully co-ordinated and that while action is concentrated in some areas the remainder should continue to be kept under close observation, so that they can as soon as possible be brought within the ambit of positive measures of reform.

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12/ United Nations document E/OB/22.

## PRESENT TRENDS AND REMEDIES

84. As recounted in paragraphs 5 to 24 above the international control system has achieved much in stemming the flood of opiates and cocaine which developed in the 1920s and 1930s. Yet the campaign is far from having been won. With the co-operation of, and where necessary some guidance from, the international bodies the national narcotics administrations apply the controls postulated in the treaties; the preventive and detective services battle steadfastly with the illicit traffic, sometimes at considerable personal risk; and year by year the system itself is gradually improved.

85. But if this measure of success is undoubted, it must nevertheless be recognized that the problem itself grows both in extent and complexity. One factor which has aided the traffickers is the ever-growing speed and facility of transport, which has resulted in the phenomenon of drug abuse spreading to areas where hitherto it was hardly known. New sources of supply have been opened up in areas which could formerly be reached only with difficulty, if indeed the traffickers ever penetrated there at all. Primary raw materials, such as opium and coca-leaf, are often now partly processed at or near the place of cultivation and are thereby rendered more easily and cheaply portable and at the same time less readily identifiable as contraband. The flow of illicit traffic has been aided and expanded by the swelling stream of young people travelling from one country to another, frequently as students, sometimes in the guise of students or as wandering musicians who, both by their number and by their often innocent appearance, aggravate the problems of the preventive staffs. On the not infrequent occasions when young people from several countries assemble in mass gatherings the scope for trafficking is greatly facilitated as well as enlarged and the problems of the narcotic enforcement staffs are intensified.

86. At the same time, as an inevitable consequence of these and other factors, the mass of drug-abusers has been greatly increased and now includes very young persons of both sexes, even of 10-12 years. This is particularly the case with drugs such as cannabis and the psychotropic substances, and as both the traffickers in and victims of the opiates are frequently to be found on the fringes of the groups indulging in the so-called "soft" drugs, these groups provide a stream of recruits to the severer forms of drug abuse.

87. The gravity of this development has been recognized both by the general public and by the governments of the countries most immediately affected and the Board finds reassurance in the knowledge that the challenge is meeting with a response from all the disciplines involved. In particular the aetiology of drug dependence is being explored by a wide array of expert bodies and persons, both official and independent, in a number of countries; educational campaigns are being set on foot; treatment centres are multiplying; the public awareness is being kept alert by responsible elements among the mass media. The Board has indeed been struck by the vigorous awakening of the public in many countries to the need to resist the onset

of what is, in effect, an infectious disease and by the general desire to be more fully and accurately informed. It also welcomes the growing realization that the phenomenon can only be effectively arrested by close and continuous collaboration between those concerned with the several aspects of the problem: medical, social, preventive and educational. A special responsibility clearly rests upon the press and other bodies engaged in reporting or commenting on matters concerning narcotic and other dangerous substances; the Board earnestly hopes that all of them will follow the example already set by the leaders in this field, that they will scrupulously avoid sensationalism and will underline the very real dangers involved.

88. It is of the first importance that there should be education in the widest sense. The Board interprets this not only as providing accurate information on the nature of the drugs liable to abuse and on the dangers inherent in such misuse, but also in the sense assigned by the United Kingdom Advisory Committee on Drug Dependence in its report on Cannabis in 1968, namely "the general process of questioning, observation, argument and assessment by which society commonly forms balanced attitudes to community problems and dangers". How effective such education can be is already becoming apparent in respect of diethylamide lysergic acid (LSD) where graphic illustration of the disastrous effects it can have on consumers has sensibly checked the tendency to experiment with it.

89. All this is abundantly welcome. The present need is that remedial measures of this kind should also be adopted in countries where the danger is not yet, or not sufficiently, realized; that these activities should be co-ordinated on the national, and in so far as may be practicable, on the international plane; and that the fruits of research and experience should be freely interchanged between countries. The Board believes that only by timely measures along these lines can society check the spreading infection of drug abuse and avoid both the consequent economic loss to the community and the social degradation and human suffering which it often entails.

## PSYCHOTROPIC SUBSTANCES

90. From earliest times the abuse of narcotic and other dangerous drugs has periodically assumed different forms. Perhaps the most radical change of all has been the recent startling spread of misuse of cannabis and of other substances which affect the central nervous system: the stimulants, the depressants, the hallucinogens. As was indicated in the Permanent Central Board's report for 1966 <sup>13/</sup>, this development has caused anxiety to all the international organs concerned and it has now acquired such dimensions as to give rise to public alarm in a number of countries. Resort to these substances is particularly pronounced among the younger generation. In the United States, for example, it is authoritatively estimated that several million college students have at least experimented with them.

91. The rapidity with which this phenomenon has gathered force and has swept across the world has re-emphasized a lesson gained from experience in the sphere of narcotics, namely that no country can protect itself single-handed and that preventive measures can only be fully effectual if they are internationally based. It is realization of this fact which has led countries particularly affected to appeal to the United Nations and to the World Health Organization for international co-operation in meeting this new threat.

92. The factors underlying resort to these substances vary of course with the social and cultural climates of the regions affected; and the range of possibilities is wide and varied. Some of those who misuse them are said to be moved by curiosity or by a craving for excitement or for mystical experience; others may be daunted by the pace of modern life; in some it may spring from feelings of anxiety and insecurity; in certain young people it may be an expression of defiance towards parental or other authority. Environmental factors, which are sometimes cited are urbanization and consequent weakening of hitherto potent social restraints; and the "permissive" atmosphere of modern society. Another possible factor is that where the practice takes the character of indulgence it may at times be one aspect of an urge which has been identified by economic observers in several countries as "the revolution of rising expectations", this being interpreted as an attitude of mind which springs from the high rate of material and technological progress in recent decades and leads individuals to look for desires to be gratified before this is economically warranted or even practicable.

93. The grave social menace inherent in "the epidemic spread of the abuse of psychotropic substances not yet under international control" was formally acknowledged by the General Assembly at its 23rd session in December 1968 and, as expressly directed in its resolution 2433 (XXIII), the Commission on Narcotic Drugs is giving urgent attention to the problem and to the possibility of bringing these substances under international control.

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<sup>13/</sup> United Nations document E/OB/22.

94. The urgency of the need for the community to protect itself against these excesses was vividly expressed in a message which the President of the United States sent to Congress in July 1969, calling for the early adoption of a series of measures to counter this "serious national threat to the personal health and safety of millions of Americans".

95. The Board has consistently stressed the need for the speediest possible remedial action and it does so again now. It hopes, therefore, that all governments, including those in countries where this phenomenon has not yet manifested itself, will heed the warning conveyed in the General Assembly resolution 2433 (XXIII) and will, unless they already possess effective legislation, introduce legislative measures to protect their own people and those of other countries from the dangerous consequences of this "epidemic spread". All such measures should include certain minimum control provisions which would ensure the security of other countries. Basic among these requirements should be restriction of retail supply to persons possessing prescriptions from authorized medical practitioners; and to this should be added licensing of manufacture and distribution, limitation of import and/or export, and maintenance of records, each of these additional safeguards depending on the degree of danger authoritatively attributed to each substance.

96. If the defences set up by the community are to provide a truly effective shield spanning the whole extent of the problem, which is now world-wide, an indispensable element will be a certain degree of international co-ordination to form, as it were, the keystone of the arch. This could be similar in character to that provided in the narcotics treaties, but less elaborate statistics would be needed; and in respect of drugs which, though liable to abuse, nevertheless have substantial therapeutic importance, it would suffice if the data supplied by governments to the central organ covered production or manufacture, import and export, and the stocks held by manufacturers and wholesalers. The central organ's periodical reports on the evolving situation will enable all concerned to perceive how far the agreed controls are proving effective in individual countries.

97. It is essential also that there should be full and free interchange of information both in regard to the drugs themselves and to remedial measures, so that all countries may benefit from a common pool of experience and may receive adequate and timely warning of possible particular hazards and be advised of the efficacy of particular safeguards.

98. The Board confidently awaits the outcome of the study now being conducted by the Commission on Narcotic Drugs, and is convinced that there will emerge therefrom a new international instrument expressly fashioned to meet the situation, which will include different degrees of control over these drugs and will provide both for selectivity in regard to the substances brought under control and for ready adjustment of controls in the light of accumulated knowledge and experience.

(signed) Harry GREENFIELD  
President of the Board

(signed) Leon STEINIG  
Rapporteur of the Board

(signed) Joseph DITTERT  
Secretary

GENEVA, 14 NOVEMBER 1969.

ANNEX

Letter addressed to the Secretary-General of the United Nations  
by the President of the Board concerning the periodicity  
of Board's sessions

12 December 1968

Dear Mr. Secretary-General,

In its report of November 27, 1968 (A-7359, para.136 (f)(iii)), your Committee on the Reorganization of the Secretariat has recommended that the International Narcotics Control Board (INCB) should meet only once a year.

Since this particular recommendation is directed towards United Nations Organs, I feel there has been a certain misunderstanding concerning the INCB's status and in my capacity as President of the Board I should be grateful if your Committee's attention could be drawn to the following four observations.

1. The INCB is a treaty organ established by the Single Convention on Narcotic Drugs of 1961 to replace the Permanent Central Narcotics Board and Drug Supervisory Body which were themselves treaty organs created by the earlier narcotics treaties.
2. In the Repertory of Practice of United Nations Organs, Volume 1, page 229, paragraph 23, it is expressly stated that as a treaty organ its "terms of reference, having been laid down by treaty, cannot be modified by a principal organ of the United Nations".
3. The Single Convention on Narcotic Drugs of 1961, which created the INCB, categorically directs in its Article 11, para. 2, that:  
  
'The Board shall meet as often as, in its opinion, may be necessary for the proper discharge of its functions, but shall hold at least two sessions in each calendar year'.
4. The legal stipulation that the Board should hold at least two sessions in each calendar year, was included by the authors of the Single Convention for particular reasons deriving from the special nature of the Board's responsibilities in supervising the implementation of the Narcotics Treaties by Governments. These responsibilities are directly related to governmental treaty obligations which continue throughout the course of the calendar year and are of such a nature as to require a session of the Board both in May/June and in October/November. This will be clear from the following brief summary of the Board's activities at each of these two sessions:-

### May/June sessions

- (a) Under the treaties, governments are called upon to furnish quarterly reports on the international trade in narcotic drugs and the Board has the responsibility to maintain a continuous watch over the course of such trade. In fulfilment of this particular responsibility and to ensure the efficacy of quarterly reporting by Governments, the Board should in theory examine such reports every quarter but it has restricted itself to only two meetings a year. In its examination of the quarterly returns the Board must satisfy itself that Governments are continuing to comply with their obligations, and in particular that drugs are not imported in excessive quantities and that there is no leakage from the licit trade into the illicit traffic. The Board must decide whether corrective measures should be applied in respect of any ascertained shortcomings by Governments and if such measures are found to be necessary the decision must be taken without delay in order to be effective.
- (b) Under the treaties the Board examines the estimates of opium production (areas under cultivation and anticipated crop) as furnished by Governments. In order to ensure that production will not be excessive, the Board must meet to examine this matter early in the year in case it may be necessary to request the Governments of producing countries that production be reduced or regulated. This must be done without delay and must obviously occur in the early part of the year in order that decisions may be carried out before licences for cultivation are granted and before the autumn sowing is begun.
- (c) Governments are obliged, under the treaties, to furnish advance estimates of their narcotic drug requirements for the following year. The Board examines these estimates at its November session and is frequently obliged to request Governments to reduce or amend such estimates. The replies to such requests normally arrive early in the year to which the estimates relate and it is essential that the Board should meet no later than May/June to examine such replies as soon as possible after they are received, in order to ensure that there is sufficient time for national annual manufacture or import programmes to be so modified as to restrict them to medical needs. It would obviously be too late in the year to consider these replies during the October/November session since it would not then be possible for a decision to be taken at the national level to reduce manufacture or revise import programmes.
- (d) The Board is also called upon to authorize the utilization of opium seized in the illicit traffic. Such decisions have clearly to be taken without too long a delay and cannot wait from October to October.

- (e) Governments may call the attention of the Board to any matter pertaining to narcotics control. These matters may require urgent action. At the last May-June session, for example, the Board's attention was drawn to a form of abuse of a drug which had so far been exempted from international control. Governments have also often advised the Board that drugs had been exported to their country without the issue of the proper documentary authorizations.

#### October/November sessions

The work described in paragraphs (a) to (e) above in respect of the May/June sessions necessarily continues at the October/November sessions. In addition, the Board is called upon by the treaties to perform the following further functions:-

- (f) In order to ascertain that Governments have complied with their treaty obligations and that no country is in danger of becoming a centre of the illicit traffic the Board is called upon to examine also the annual returns of Governments on agricultural production, manufacture, conversion, consumption, stocks and seizures of narcotic drugs during the preceding year. The bulk of these returns are necessarily received from Governments during the months of July, August and September.
- (g) On the basis of annual reports and estimates supplied by Governments, the Board reviews the progress accomplished in the elimination of the non-medical consumption of opium, coca leaf and cannabis temporarily authorized by the treaties.
- (h) Pursuant to the 1953 Opium Protocol, the Board also has the responsibility of determining the maximum quantities of opium which may be held in stock at the end of each year in all countries and territories. This, for technical treaty reasons, can only be done at the October/November session.
- (i) Under the treaties the Board is required to confirm annual estimates of medical and non-medical drug requirements during the following year (see (c) above). The bulk of these estimates are received from Governments during the months of July, August and September. When such estimates are not furnished by Governments the Board itself is called upon to establish them. These estimates limit the manufacture of, and trade in, narcotic drugs. For the proper functioning of this limitation system Governments must receive the Statement containing these confirmed or established estimates before the beginning of the year to which such estimates apply, and the Statement can only be drawn up and issued after the examination by the Board at the October/November session. If estimates

are excessive or incorrect the Board directs its Secretariat to write to the Governments concerned in order to obtain their consent to amend or reduce the estimates (see (c) above) and replies to such enquiries are examined at the May/June session in the following year.

- (j) The treaties require the Board to present an annual Report to the Economic and Social Council. This report must describe and analyse the narcotics situation throughout the world during the current year and by its very nature it can only be discussed and finally approved at the October/November session. This is also true of the Board's supplementary reports which provide a comprehensive analysis of the statistical information at its disposal and a comprehensive comparison of the annual estimates of narcotic drug requirements with the actual requirements as reflected in the post factum statistics.

I feel sure, Mr. Secretary-General that the foregoing explanations will serve to clarify the factors which govern the Board's work and underly the necessity of its meeting at least twice a year. Indeed the Board is always conscious of the possible necessity of a third meeting during the year should the contingency arise (Article 11, para. 2 of the Single Convention) and in view of the increasing seriousness of the international narcotics situation, particularly with regard to the alarming spread of abuse of psychotropic drugs, such third meetings may well become necessary from time to time.

Yours sincerely,

(signed) Sir Harry Greenfield

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