

INTERNATIONAL NARCOTICS CONTROL BOARD

Geneva

**Report of the International Narcotics
Control Board on its work**

in 1970



UNITED NATIONS

INTERNATIONAL NARCOTICS CONTROL BOARD

Geneva

**Report of the International Narcotics
Control Board on its work**

in 1970



UNITED NATIONS

New York, 1970

E/INCB/9
November 1970

UNITED NATIONS PUBLICATION

Sales Number : E.71.XI.2

Price: \$U.S. 0.50
(or equivalent in other currencies)

TABLE OF CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
FOREWORD		1
Membership of the Board		2
Sessions in 1970		4
Representation at International Conferences		5
Nomenclature of countries and territories		5
THE INTERNATIONAL CONTROL SYSTEM	1 - 9	6
RECENT DEVELOPMENTS	10 - 18	7
RESPONSE BY GOVERNMENTS	19 - 21	8
LICIT OPIUM SUPPLY	22 - 23	8
REVIEW OF INTERNATIONAL SYSTEM	24 - 36	9
OPIUM	37 - 53	10
Licit Production	38 - 51	11
Illicit and Uncontrolled Production	52 - 53	12
CANNABIS	54 - 60	12
COCA LEAF	61 - 66	13
SPECIAL CASES	67 - 94	14
Afghanistan	67 - 69	14
Burma	70 - 71	14
Iran	72 - 74	15
Laos	75	15
Nepal	76 - 78	15
Thailand	79 - 81	15
Turkey	82 - 83	16
Lebanon	84 - 85	16
Bolivia	86 - 87	16
Peru	88 - 91	17
Ecuador	92 - 93	17
Costa Rica	94	17
REMEDIAL MEASURES	95 - 102	18
PSYCHOTROPIC SUBSTANCES	103 - 109	19
CURRENT OUTLOOK	110 - 124	20

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 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

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

This report is the last to be submitted by the present members of the Board, all of whom entered into office in March 1968 when the Permanent Central Narcotics Board and Drug Supervisory Body were replaced by the International Narcotics Control Board. As a result of the election held by the Economic and Social Council in May 1970 the membership of the Board for the next three-year period (1971-1974) will be: Professor M. Attisso; Dr. N. Barcov; Professor F. Carranza; Professor P. Di Mattei; Professor M. Granier-Doyeux; Sir Harry Greenfield, Dr. T. Itai; Professor S. Kaymakçalan; Mr. E. S. Krishnamoorthy; Professor P. Reuter and Mr. L. Steinig.

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

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

- (a) the "Estimated World Requirements of Narcotic Drugs and Estimated Production of Opium", with its four supplements containing additional and revised estimates received during each quarter of the year under review;
- (b) the "Statistics on Narcotic Drugs with Maximum Levels of Opium Stocks", which shows the licit movement of narcotic drugs from production of the raw material to consumption of the finished product, reviews trends in this movement, and reports quantities seized in the illicit traffic; and

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

- (c) the "Comparative Statement of Estimates and Statistics on Narcotic Drugs", which is a record of the movement of narcotic drugs in each country or territory, and also depicts how far governments have kept their manufacture, import, utilization and stocks within the limits established under the terms of the treaties and how far they have accounted for the quantities available within their respective jurisdictions.

Membership of the Board

Article 10 of the 1961 Convention provides that the members of the Board shall be 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 KAYMAKCALAN

Chairman of the Department of Pharmacology, Medical Faculty of Ankara University; member of the World Health Organization Expert Advisory Panel on Drug Dependence; Vice-President of the Science Board, the Scientific and Technical Research Council of Turkey; member of the Turkish Academy of Medicine; member of the Turkish Pharmacopoeia Commission; member of the International Society for Biochemical Pharmacology; member of the New York Academy of Science; member of the American Association for the Advancement of Science 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 sixth session, in May, 1970, 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 1971.

Sessions in 1970

The Board held its sixth session from 25 May to 5 June and its seventh session from 26 October to 13 November 1970. The Secretary-General of the United Nations was represented at these sessions by Dr. V. Kusevic, Director of the Division of Narcotic

Drugs, by Mr. S. Sotiroff and Mr. K. N. S. Sarma, officers of that Division. The World Health Organization was represented at these sessions by Professor H. Halbach, Director of the Division of Pharmacology and Toxicology and by his successor, Dr. V. Fattorusso, and by Dr. D. C. Cameron, Chief, and Dr. T. Chrusciel, Medical Officer, Drug Dependence Unit.

Representation at International Conferences

The Board was represented by the President and the Secretary at the 48th session of the Economic and Social Council (New York, April 1970); by the President, the Vice-President, the Rapporteur, Professor P. Reuter, the Secretary and the Deputy-Secretary at the first special session of the Commission on Narcotic Drugs (Geneva, January 1970); by the President, the Rapporteur, the Secretary and the Deputy-Secretary at the second special session of the Commission on Narcotic Drugs (Geneva, September-October 1970); by the Secretary and the Deputy-Secretary at the 45th and 46th sessions of the Executive Board of the World Health Organization (Geneva, January and May 1970 respectively); by the Secretary and the Deputy-Secretary at the 23rd World Health Assembly of the World Health Organization (Geneva, May 1970); by the Secretary and Mr. L. Manueco-Jenkins, a member of the Secretariat, at the 18th session of the Expert Committee on Dependence-Producing Drugs (Geneva, August 1970); by the Secretary at the Sub-Committee on the Penal Aspects of Narcotics and Drug Dependence of the European Committee on Crime Problems of the Council of Europe (Stockholm, April 1970); by the Deputy-Secretary at another meeting of this Sub-Committee (Istanbul, October 1970); by the President at the 35th and 36th sessions of the Customs Co-operation Council (Brussels, June 1970); by Mr. E. S. Krishnamoorthy and the Secretary at the International Institute on the Prevention and Treatment of Drug Dependence (Lausanne, June 1970); by Professor S. Kaymakçalan at the International Symposium on Drug Abuse (Jerusalem, August 1970); by Professor M. Attisso and by the Secretary at the 23rd General Assembly of the Pharmaceutical International Federation and at the 30th International Congress of Pharmaceutical Sciences (Geneva, August-September 1970); by Mrs. P. Romer, a member of the Secretariat, at the United Nations Regional Training and Consultative Mission on Narcotics Control to East Africa for Law Enforcement and Administrative Officers (Sudan, Somalia, Uganda and Kenya, March 1970); and by the Secretary at the United Nations Regional Training and Consultative Mission on Narcotics Control to Asia and the Far East for Law Enforcement and Administrative Officers (Ceylon, Singapore, Malaysia and Thailand, June-July 1970).

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.

THE INTERNATIONAL CONTROL SYSTEM

1. The annual reports serve not only to enlighten governments and the public on the current working of the international drug control system, they are also in fact an instrument of the Board in its statutory duty of surveying the international scene in respect of narcotic substances and ensuring that Contracting Parties duly comply with their obligations under the treaties.

2. Two basic considerations determined the fashioning of this system; namely the dual character of narcotic substances which if judiciously applied are an invaluable medical aid and, if not, can be destructive of body, mind and spirit; and recognition that the limitation of these substances to medical and scientific purposes is beyond the capacity of individual governments acting in isolation.

3. The direct implementation of the treaty provisions is the responsibility of the national authorities while the Board's functions consist mainly of co-ordination and supervision of the implementation of the treaties at the national level, and of guidance and adjustment where these may prove necessary.

4. In exercise of these functions the periodical reports of national authorities are scrutinized to ascertain whether and how far governments carry out their treaty obligations and a parallel study is made of information supplied by appropriate United Nations Organs. Correspondence with governments on errors, points of doubt or possible breaches of treaty provisions is conducted by the Board's permanent Secretariat in Geneva on its behalf.

5. Members of the Board and of its Secretariat also participate in international meetings dealing with problems related to dangerous drugs and such meetings are becoming more frequent.

6. It is of primary concern to the Board that the reports which are provided by governments under the treaties should be accurate and complete and should be furnished on the dates prescribed in these treaties. Only if this condition is fulfilled can the Board carry out its responsibility for surveying and reporting on the licit production, manufacture, distribution and consumption of narcotic substances; and only then can the working of the international control system be effective.

7. This material comes to the Board by way of quarterly and annual returns giving estimates of expected narcotic requirements, as well as detailed information of all stages of production, manufacture, trade, consumption and stocks of narcotic drugs, and the quantities seized by enforcement staffs. In practice the submission and scrutiny of estimates serve to limit the manufacture of and trade in these substances to medical and scientific needs. For the compilation of all these documents, the 1961 Convention requires each Contracting Party to maintain a special administrative staff. The proper performance of this essential function depends on the attitudes of governments and on the efficiency and adequacy of the personnel they assign to this purpose.

8. While many national administrations show commendable efficiency and promptitude, in others there is considerable room for improvement. This is particularly the case where the dangers of drug abuse are insufficiently appreciated; and in some instances the relevant sectors of national administrations stand in urgent need of reinforcement. When guidance from the Board is sought in bringing about such improvement it is and will always be rendered within the limitations imposed by other demands on its staff and available funds.

9. In fulfilling its dual functions of continuously watching the course of trade in narcotic drugs and of supervising the application of the treaty provisions by national administrations the Board operates primarily as a semi-judicial organ. It acts through several media: by direct correspondence; by contacts with diplomatic representatives; by personal visits or formal missions to the countries concerned by members of the Board and its Secretariat; and occasionally by receiving senior government representatives at its headquarters. As soon as it appears that a breach of the treaty may have occurred the Board takes up the matter with the government concerned with a view to applying remedies; and, as required by the treaties, explanations which may be provided are in the initial stages of the procedure treated as confidential. If its recommendations should not be adopted it may bring the matter to the attention of the Economic and Social Council and of the world at large in its annual report; and in extreme cases it may call for an embargo on imports or exports, or on both, of drugs from or to the country in breach of the Conventions.

RECENT DEVELOPMENTS

10. The situation in regard to drug abuse varies from year to year and from country to country, both in character, intensity and extent; and in recent years it has undergone considerable changes.

11. For one thing it is now more widely manifest than ever before. This is due in large measure to the greater speed and facility of transport, affording more freedom of movement to individuals consuming or trafficking in these substances and to the substances themselves. Ideas and social practices spread ever more freely from country to country and regrettably they carry in their train the infection of drug abuse.

12. A further significant change is that drug abuse is no longer confined to maladjusted personalities, to minority groups, or to persons subject to economic stress. On the contrary it is now geographically more widespread, it includes much larger numbers, and in the countries affected it has invaded all levels of society. A particularly distressing feature is its extension in some closely populated areas to young children, some of whom have become addicted to heroin.

13. Changes in the pattern of drug abuse are almost continuous. In no two countries is the pattern identical at any given time; and within a given country it may vary from year to year. Recent variations include resort to more than one drug at a time, combination of drugs with alcohol, and increased intravenous injections of dissolved amphetamine and barbiturate tablets. Such variations at once complicate the problem and render it still more dangerous.

14. Moreover, narcotic raw materials are increasingly being processed, or at least partly processed, at or near the place of cultivation, thereby rendering them more easily and cheaply portable and more difficult to detect. As a result, traffickers have been enabled to move their consignments with greater rapidity and frequency and with readier access to a number of countries whose geographical location has hitherto afforded a certain degree of immunity.

15. The re-emergence of cocaine as a drug of abuse, which was mentioned in the Board's last report as having been observed in certain areas, was confirmed during the year and is giving cause for increased concern.

16. The pattern of trafficking too is constantly changing. No longer is it practised only by organized gangs; their ranks have been significantly swelled by a new type of operator, some of whom may have begun by smuggling for consumption by themselves and their friends, while some may operate only once or at long intervals.

Many of them are young people, not only from among those who have renounced the restraints of modern society and who often drift into carrying drugs, but also some of conventional outward appearance.

17. The movement of "hippies" into and through Asian countries such as Afghanistan, Pakistan and India shows no sign of abatement, and it has notably contributed to the dissemination of drugs of abuse in these countries. While the "hippies" have also been known to trade in amphetamines and L.S.D. their interest centres mainly on cannabis and cannabis resin. Both in the contamination which they bring to the youth of the countries they enter and in the stimulus which they have imparted to consumption of and commerce in these substances they cannot but be an embarrassment to their host-countries, certain of whom have already found it necessary to apply restraints.

18. Against this background of the increasing involvement of young people in the misuse of, and traffic in, dangerous drugs, some encouragement can perhaps be drawn from the fact that, on the 25th Anniversary of the United Nations, the World Youth Assembly, in July this year, rejected a motion supporting legalization of the use of cannabis and declared that drug abuse in general is harmful to physical and mental health and hampers youth in fulfilling its proper rôle in society.

RESPONSE BY GOVERNMENTS

19. National responses to the drug problem vary from country to country, depending on the prevalence of abuse and on the administrative and other resources available within the country. This is only to be expected. It is essential, however, that governments which have satisfied themselves that their territory is relatively, or even completely, free from this scourge should be constantly on their guard against irruption of what has shown itself to be a pervasive social malady.

20. The Board remains convinced that its onset can only be arrested, and its dimensions contained within tolerable limits, if a substantial body of expertise in all the relevant disciplines - administrative, legal, medical, social - is unitedly brought to bear upon it. Preventive measures alone will not suffice, however skilfully they may be planned and however competently and thoroughly they may be applied. Side by side with these measures, the root causes, which vary from one region to another, must first be thoroughly explored if effective ways and means of combating them are to be found. There must also be adequate treatment and rehabilitation programmes for those who have fallen victims to the disease.

21. At the same time the deterrent aspect of the narcotics laws is a potent factor which should be fully utilised and even strengthened at particular points. The financial gain from illicit trafficking can be high, and its attractive power needs to be countered by applying the full rigour of the law in proven cases. In several countries where drug abuse is acute governments have been overhauling their legal armoury and the Board feels that their example could with advantage be followed in other countries where abuse is manifesting itself.

LICIT OPIUM SUPPLY

22. It appears that some countries have experienced difficulty in obtaining a sufficient supply of opium for the manufacture of drugs needed for medical purposes. On the other hand, the returns for 1969 furnished to the Board show that increased production in India and the USSR succeeded in meeting current demand without the need to resort to stocks. Evidently, however, a shortage of material for manufacture of morphine and codeine would be detrimental to public welfare. To obviate this risk the Board feels that it would be advisable for the manufacturing countries to prepare long-term estimates of their requirements of raw materials, so that producing countries could plan their future output to meet foreseen demands.

23. The Board would reaffirm its previous caveat to the responsible authorities in countries which may perhaps contemplate starting opium production. They should realize that they would first have to comply with the obligations imposed by the relevant treaties and that they would face heavy expenditure in establishing and maintaining effective controls. Moreover, for new producers this is an uneconomic crop offering a low financial return, particularly bearing in mind the necessarily lengthy manual process of harvesting. Their cultivators would also need time to learn the technique of harvesting and drying opium.

REVIEW OF INTERNATIONAL SYSTEM

24. The efficacy of the international control system rests, firstly, on the application of internal controls within individual countries and, secondly, on compliance by governments with all their treaty obligations in respect of international trade in narcotic substances.

25. This year once again the Board is able to record that, in practical terms, control over the manufacture and distribution of the substances listed in the 1961 Convention is such that leakage from licit manufacture and trade into illicit channels during the year has been minimal.

26. There is however room for improvement in governmental reporting under the treaties. Governments which have subscribed to the treaties naturally wish to collaborate in implementing them and over the years the supply of data has gradually improved both in regularity and in quality. But in certain countries there is still much delay in submission of this material and in meeting requests for explanation or additional information; and the number of inaccuracies in estimates and statistics still remains high. Shortcomings of this kind and degree can be serious in themselves and they also materially detract from the effective operation of the system as a whole.

27. Through its Secretariat the Board strives continually by the various means at its disposal, - such as correspondence and personal interventions including periodic missions, - to remedy these weaknesses as they appear, and these efforts have not been without success. Yet each year defects manifest themselves. These arise mainly from deficiencies of personnel, whether in numbers or in training. It is incumbent on governments in the interests of their countries, as well as of the international community as a whole, to maintain adequate staffs for the supply of this essential information and to ensure that they are properly trained.

28. Nevertheless, the information compiled by the Board and presented in the appendices to its annual reports can be accepted as providing a reasonably dependable basis, both for assessing the current world situation and for discerning periodic trends.

29. Conspicuous gaps in the general picture relate to the People's Republic of China and the Democratic People's Republic of Korea, with which the Board is not in formal relations. China alone comprises more than one fifth of the world population; the Board earnestly hopes that some way may soon be found to enable it to receive full and regular information concerning both these countries, and from others in respect of which information is lacking. Countries which despite repeated requests have failed to send information required by the treaties are :

Mongolia
Nepal
The Democratic Republic of Viet-Nam

30. Moreover a few countries collaborate only partially. Those countries which have sent incomplete returns for the last two years or more are :

Bolivia
Burma
Gabon
Guinea
Senegal
Sierra Leone
Uruguay
Yemen

31. Part of the delays now experienced in receiving this material from particular countries would be avoided if there were closer co-ordination between the authorities responsible for preparing the report and the Ministry responsible for despatching it to the Board.

32. Where the deficiencies arise from imperfect understanding of the treaty obligations or of technical matters associated with their fulfilment the Board is always ready to assist national administrations which may seek its guidance. It may do so by correspondence or, where necessary and within its budgetary limits, by visits from persons qualified to explain the operation of the international control system and the rôle of the Board and to discuss with the appropriate officials the preparation of information to be sent to the Board.

33. In this latter respect it works in close collaboration with the Secretary-General of the United Nations and it joins in periodic itinerant technical assistance missions and in regional seminars organized by the Division of Narcotic Drugs. During 1970 representatives of the Board visited no less than twelve countries, namely, the Sudan, Somalia, Uganda, Kenya, Costa Rica, Ecuador, Peru, Guyana, Ceylon, Singapore, Malaysia and Thailand.

34. The need for co-ordination of the relevant disciplines within individual countries is matched by a corresponding need for the co-operation between countries at all appropriate levels which is called for by Articles 4 and 35 of the 1961 Convention, so as to ensure more effective application of the treaty provisions and a fuller sharing of information, including the results of research.

35. In particular it would be well if national laws and regulations relating to narcotic drug control were periodically analysed to ensure that they are in conformity with the relevant international legislation, so as to facilitate licit trade and assist in combating illicit traffic in dangerous drugs.

36. The 1961 Convention is steadily gaining wider acceptance as the international basis of narcotics control. This year four more states became Parties to the treaty, - Switzerland, Costa Rica, the Holy See and the Republic of Viet-Nam, - bringing the total of Contracting Parties to seventy-nine. While it is a matter for satisfaction that many of those which have not yet formally ratified it nevertheless comply with its provisions, it is manifestly essential that an international treaty of such fundamental importance should have the widest possible formal adherence and the Board hopes that further support will soon be won from countries which are not yet Parties, especially since these include some which produce or manufacture narcotic drugs.

OPIUM

37. The main focus of international control, whether directed to licit or illicit transactions, still centres on this most important of all narcotic raw materials.

Licit Production

38. Extensive cultivation of the opium poppy continues to be needed for the manufacture of morphine (163 tons manufactured in 1969 - 105 tons from opium and 58 tons from poppy straw) and of codeine, into which some 90 per cent of all morphine is converted.

39. With the extension of medical services throughout the world the demand for codeine can be expected to grow and this will entail a parallel expansion of poppy cultivation until such time as an economic synthetic substitute for codeine can be evolved and found generally acceptable.

40. Licit manufacture is supplied mainly by opium, but partly also by poppy straw, which is much less liable to abstraction for illicit purposes, the choice being determined by climatic and economic factors, including especially the availability of cheap labour.

41. Latest available figures of licit opium production are:^{1/}

<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
in tons (opium containing 10 per cent moisture)				
754	671	662	815	1,219

42. The treaties do not require governments to supply figures of poppy straw production. The quantities of such production used for the manufacture of narcotic drugs are:

<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
in tons				
21,914	23,432	27,401	30,321	28,274

43. The average yields of morphine obtained from opium and poppy straw respectively in this five year period were:

	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
Yields of morphine obtained from:					
Opium (%)	10.3	10.6	10	10.2	9.7
Poppy straw (%)	0.16	0.14	0.17	0.20	0.20

44. India is by far the largest producer and exporter (868 tons and 602 tons respectively in 1969) of opium for licit manufacture. The USSR, though a large producer (217 tons in 1969), relies increasingly on poppy straw. Both countries have exemplary narcotic control systems and can claim a high degree of immunity from pilferage.

^{1/} For additional details on the production and manufacture of narcotic drugs, see the Statistics on Narcotic Drugs for 1969 published by the Board (United Nations document E/INCB/11).

45. The third largest producer is Turkey, whose reported licit production in 1969 was 117 tons. The Government is pursuing a programme of intensified controls aimed at eliminating possibilities of leakage. The position in this country is reviewed at greater length in paragraphs 82 and 83.

46. Iran resumed production in 1969; during that year 7.8 tons were produced and consumed. More extended comment is given in paragraphs 72 to 74.

47. Pakistan production is limited to its internal need for medical and quasi-medical consumption. In the last five years, the quantities consumed annually have varied between 5.5 tons and 7.5 tons.

48. Japan and Yugoslavia have a residual production.

49. Opium is also licitly produced for non-medical consumption in Burma in the Shan States east of the Salween river, but the authorities have not been able to ascertain the volume of production and consumption, for reasons indicated in paragraph 70.

50. It is in the nature of illicit traffickers to seek supplies wherever and whenever they can be obtained, and as controls are tightened in one area the traffickers turn their attention to others which then seem to offer more loopholes. For this reason the Board has always pressed for adoption of a common high standard of control in all areas of licit production. With the same thought in mind it has also consistently deprecated the extension of licit production to countries whose ability to ensure the requisite tightness of control is in doubt by reason of lack of experience or of trained personnel.

51. Until control systems in all countries of licit poppy cultivation are brought to maximum efficiency, leakages will continue to nourish the illicit traffic.

Illicit and uncontrolled production

52. Yet even if leakages from licit production could be virtually extinguished smugglers would still be able to have recourse to opium which is produced illegally or beyond government control. There are now extensive areas of such production and it is essential that, side by side with reinforcing monopoly controls over licit production, major efforts should be made to eliminate poppy cultivation in these areas.

53. As has been explained in some detail in earlier reports of the Board and its predecessor body^{2/} the regions chiefly involved are situated in Afghanistan, Burma, Laos and Thailand; and there is also some production in parts of Latin America. The former group is of greater significance than the latter and further reference to these countries will be found under SPECIAL CASES below.

CANNABIS

54. Cannabis continues to occupy a prominent place in all discussion - professional and lay, serious and casual - on the subject of drug abuse. Much of the public debate is clouded by misunderstanding arising from the wide variation in quality of the material consumed as cannabis by different people in different places. As an

^{2/} Report of the Permanent Central Narcotics Board for 1966, paras. 66 to 86 (United Nations document E/OB/22) and Report of the Board for 1969, paras. 41 to 51 (United Nations document E/INCB/5).

agricultural product the quality of cannabis varies inevitably with several factors - soil, climate, method of cultivation; manner of treatment, of storage and of handling during transit; and degree of purity when offered for sale. All these factors differ widely from one region to another and there are correspondingly wide differences in the quality of the end product.

55. Moreover, it appears in a number of forms and descriptions - for example, hashish, marihuana, charas, ganja, bhang, kif and yamba - which are differently interpreted by different people.

56. The toxicity varies considerably also from the part of the plant from which the substance is taken, the resin which exudes from the flowering or fruiting top of the plant being by far the most potent. The range of differences in potency is extensive, and the effect on the individual may vary from one person to another. It is not surprising therefore that conflicting views should be held on the degree of danger attaching to its consumption.

57. Unfortunately, however, the resultant dubiety of public opinion fails to provide a corrective to heedless attitudes; and these arise more readily in countries where partaking of cannabis is a relatively novel experience than in countries such as India which has had centuries of acquaintance with this substance and is alert to its dangers to the individual and to society.

58. As a consequence, the widespread, almost epidemic, resort to indulgence in cannabis in recent years is now growing apace; and it is causing grave concern to national administrations and international bodies, including the Board. In the United States of America it is said to involve millions of persons; the International Criminal Police Organization ("Interpol") has reported a "tremendous upsurge" in the misuse of cannabis in Europe as trafficking has become more organized; and disquieting increases are also reported from other parts of the world.

59. There is wide recognition of the importance of maintaining current restraints on the movement and possession of cannabis, both because of its own inherent dangers and because its misuse is believed to afford a breeding-ground for resort to other dangerous drugs. But measures of restraint, even if intensified in all the countries concerned, cannot suffice to check the present alarming spread of misuse unless they are reinforced by a powerful body of public opinion; and such support can only be mobilized if the public is provided with clear, authoritative evidence of the true nature and degree of the detrimental effects of this misuse.

60. The Board accordingly renews the plea expressed in its last annual report for more intensive research and for the widest possible dissemination of the facts so revealed.

COCA LEAF

61. Cultivation of the coca bush is now confined to the Andean regions of the South American continent. Accurate figures of the quantities harvested and marketed have long eluded the Board and it is still impossible to arrive at an even approximately realistic assessment.

62. Reported statistics are as follows:

	<u>1965</u>	<u>1966</u>	<u>1967</u> (in tons)	<u>1968</u>	<u>1969</u>
Production of coca leaves	not				
Bolivia	reported	5,277	5,058	4,203	4,860
Peru	9,077	9,092	8,505	8,756	9,742

63. Total actual production is probably far in excess of these figures. There is also extensive wild growth, though this does not appear to be much sought after by consumers.

64. Some part of the production - but only a small fraction of even the declared output - is utilized for flavouring agents (after extraction of the cocaine content), which is then available for licit use. The great bulk of the coca leaf produced is chewed by the indigenous population as an indulgence or to still the pangs of hunger; but some is clandestinely converted into crude cocaine which is illicitly exported, chiefly to North America.

65. The deleterious effect of habitual chewing of coca leaf is recognized by the local public health authorities; and the Board is relieved to know that to a greater or lesser degree the governments of the countries mainly concerned - Peru, Bolivia and Argentina - are endeavouring to wean the population from this practice and in the meantime to diminish the quantities available.

66. Conversion into crude cocaine for the illicit market is a matter of international concern and an obligation rests on the governments of the principal producing countries - Bolivia and Peru - to do their utmost to extinguish this traffic.

SPECIAL CASES

Afghanistan

67. The Board continues to be much exercised about the drug situation in Afghanistan. Opium production is forbidden by the Afghan Government; yet the reported outflow of opium into adjoining areas indicates that the ban is not enforced, perhaps by reason of the handicaps imposed on the Government by poor communications and other factors deriving from the present under-developed state of the country. There seems also to be an abundant supply of cannabis.

68. The ready availability of these two sought-after drugs inevitably attracts numbers of smugglers and the illicit traffic so engendered is not only an embarrassment to neighbouring governments but is a matter of deep concern to countries farther afield.

69. Remedies will not be easy. Underlying social and economic factors of the kind and degree now existing in Afghanistan present formidable difficulties; and the Government will need substantial external aid if it is to be enabled to bring the situation under control.

Burma

70. There is fairly extensive illicit traffic in Burma, particularly east of the Salween River converging on the borders of Laos and Thailand. This area is at present virtually beyond the control of the Government; and suppression of the traffic is further hampered by lack of communications and by the fact that opium has been the sole cash crop of the inhabitants for nearly two centuries.

71. The Government hopes that some reduction in the traffic may result from regional development programmes especially in the Districts of Kunlong and Kengtun. The beneficial results of such programmes could well be enhanced if the Government were to invite participation by a United Nations Study Group and the Board trusts the Government will see its way to do this.

Iran

72. In taking note of Iran's decision in 1969 to resume poppy cultivation to the extent necessary to satisfy its own internal demand, the Board expressed disappointment at the Government's abandonment of its courageous policy of prohibition which it had pursued over a period of thirteen years. The Board's report for that year listed a number of control measures which ought to accompany this radical change of policy if the quantum of opium production was to be contained within the limits then set by the Government. Official reports since received from Iran indicate that controls have been applied to poppy cultivation, that steps are being taken to provide treatment and rehabilitation of addicts and that stern punishment has been meted out to convicted traffickers.

73. While these measures demonstrate the Government's positive intentions to keep opium production and consumption within reasonable bounds they have not allayed the anxiety felt by the Board over the serious risks involved in the new policy; and their concern is now deepened by reports that authorized poppy cultivation is to be markedly increased in 1971. The estimated area of cultivation for that year is 12,000 hectares, which is about double the area so cultivated in 1970. So great an increase will obviously make control much more difficult and will intensify the risk of further abusive consumption of opium within Iran and of leakage into the illicit traffic - more particularly since cultivation is spread over an increasing number of provinces.

74. Simple prudence suggests that authorized cultivation should be concentrated so that it can be effectively supervised.

Laos

75. The legislative authorities of Laos are reported to be actively considering a draft law to prohibit poppy cultivation. The Board will welcome its early enactment. Another useful step would be for the Government to ratify the 1961 Convention. What is of chief importance is that the provisions of both should begin to be applied as soon as possible.

Nepal

76. The Board has long sought to establish links with the Government of Nepal to ensure its continuous collaboration in international narcotics control, and this desire has latterly been greatly strengthened by disquieting reports of heavy illicit traffic from that country, especially in cannabis. It seems that, lacking the administrative resources available to economically more advanced countries, the Government has sought to meet the problem by requiring cultivators of cannabis to be licensed and by imposing a tax on the quantities produced. These devices, however, have not sufficed to curb the outflow into India, and through India to other countries. The traffic is particularly embarrassing to the Government of India, which is applying a policy of progressive elimination of non-medical consumption of cannabis within its territory; it is also a matter for serious concern in other countries.

77. There are also reports that opium is produced in Nepal and finds its way into illicit channels.

78. The Board is ready to render such advice as the Government may wish to have in striving to remedy this situation; and it suggests that an essential first step is for Nepal to become a Party to the 1961 Convention and apply the provisions of that treaty.

Thailand

79. This country has several claims to world attention. Not only is there considerable local uncontrolled production of opium, it also attracts additional supplies

from Burma and Laos. Much of this is converted into morphine and heroin, mainly for local consumption, though some flows into international illicit channels.

80. The Board's continuing anxiety over the situation in Thailand is somewhat mitigated by the knowledge that its concern is shared by the Government and that the assistance of the United Nations has been enlisted in devising and applying remedial measures. The aim of these joint endeavours is to raise the present low standard of living by diversifying the agricultural economy and in particular to replace poppy cultivation by substitute crops yielding a cash income.

81. Until these measures have proved their worth, anxiety must remain for two grave reasons: namely, because the traditional consumption of opium in Thailand has widely given place to heroin addiction; and because of the ever-present danger of the country becoming a major centre of international illicit traffic. Already there are signs that the Board's apprehensions in this latter respect are well-grounded and that international illicit traffickers are turning their attention to South-East Asia as their accustomed sources of supply in the Mediterranean region and in the Near East begin to be narrowed.

Turkey

82. In recent years the Board has commented on successive government measures designed to reduce the possibilities of leakage of opium from authorised production into the illicit traffic, in particular by reduction of the area under poppy cultivation and by concentrating such cultivation in central regions distant from land frontiers. Between 1964 and 1970 the number of provinces ("governorates") where opium production is authorised has been reduced from 25 to 7. This has had a visibly beneficial effect. Over the period 1964-1969 the declared yield per hectare has risen from 3 kg to 9.8 kg. Though the latter figure cannot be regarded as an optimum yield it nevertheless represents a certain improvement in efficiency of control. But the utmost vigilance will clearly be needed to consolidate the improvement so far effected; and further safeguards are evidently and urgently necessary.

83. Another useful step forward is in prospect in the draft law now before Parliament, whereby individual cultivators are to be licensed. The Board hopes that this will soon be brought into operation and that it will be accompanied by regulations withholding licences from cultivators whose output falls below a prescribed standard.

Lebanon

84. The Lebanese Government is pressing on with its Green Plan for replacing cannabis cultivation by other crops. The Government reports that some 4,500 hectares have been turned over to sunflower and it hopes ultimately to eliminate cannabis altogether. The achievement of this goal should continue to be actively encouraged and it deserves all the support and practical aid which can be given from international sources.

85. Recent heavy seizures of illicit consignments of cannabis, however, illustrate the difficulties which are presented to a campaign of this kind by the activities of determined and resourceful smugglers and they show that the measures which have so far been taken fall materially short of what is needed. The Board earnestly hopes that the Government will renew and strengthen its vigilance with a view to repairing the evident breaches in its system of controls.

Bolivia

86. In the absence of official reports from the competent national authorities the Board is unable to judge what progress, if any, has been made towards implementing the

formal Agreements entered into with the Permanent Central Narcotics Board during successive missions to Bolivia in 1964 and 1966, whereby the Government undertook to embark on a positive programme designed to bring about the ultimate elimination of production and chewing of coca leaves. The Government must surely agree that this is essential for the health and welfare of the Bolivian people. Early steps in this direction are also urgently necessary from the international standpoint, because of the persistent outflow of crude cocaine into illicit channels.

87. The Board looks to the Government to fulfil its undertakings of 1964 and 1966 and it hopes it may now receive regular reports from the relevant authorities showing in detail what changes are being introduced and how far they are proving successful.

Peru

88. In its report for 1966 the Permanent Central Board commented at length on the problems associated with imposing restraints on coca-bush cultivation and the abusive consumption of coca leaf within Peru. The fact that these problems are deep-seated and are not susceptible of ready solution makes it the more imperative that the efforts to overcome them should be resolute and unremitting.

89. However earnest may be the intentions of the Government in facing this challenge the uncomfortable truth is that, in practical terms, the situation has undergone little change in the last five years. There is still massive production; large quantities of coca leaves are still masticated by the indigenous population; and there are constant reports that a substantial volume of crude cocaine emanating from the Andean region of South America finds its way into the international illicit traffic.

90. The recent tragic earthquake commands general sympathy and the Board realises that, for the time being, rehabilitation in the devastated areas must have a prior claim on the country's economic resources. Nevertheless coca-chewing remains a socio-medical problem of such importance as to demand a prominent place in government thinking. Much more intensive and sustained efforts are evidently required if a solution is eventually to be found.

91. The authorities now propose to incorporate coca restrictions in the current plan for general agrarian reform. What is urgently needed is for such restrictions to be brought as soon as possible into practical effect.

Ecuador

92. Recent administrative changes have moderated the serious misgivings which the Board has had for many years regarding controls in Ecuador and which it has expressed in correspondence with the Government and in its periodic reports. A new law has been introduced and the authorities are now in process of centralizing the narcotics control services and strengthening them with trained medical and administrative personnel. The Board gladly acceded to the Government's request to send a three-week mission in May 1970 to provide advisory assistance and to take a prominent share in a series of training lectures.

93. This welcome change owes much to the personal intervention of the President of Ecuador, who expressed to the Board's mission his determination to check drug abuse and illicit traffic in his country. The Board will continue to do all it can to assist the Government in bringing its new policy to fulfilment.

Costa Rica

94. The national authorities are developing a comendably realistic approach to the prevention of drug abuse in this country. In addition to strengthening the narcotics

enforcement staff they are invoking participation by other disciplines, including especially those of education, social welfare and public health. This is an exemplary move and the Board will follow its progress with great interest.

REMEDIAL MEASURES

95. The subject of illicit and uncontrolled production has been much in the mind of the Board for many years and has figured prominently in successive annual reports; for whatever success may be won in stemming the sources from which the illicit traffic now draws its supplies, the existence of this vast reservoir of raw materials poses a continual threat which must somehow be dispelled.

96. The production includes all three categories of raw material - opium, coca and cannabis - and there is continuing evidence that substantial quantities of each are finding their way into the illicit traffic. This is particularly true of cannabis, of which an increasing volume is being drawn from several sources, some of which are relatively new. The outflow of crude cocaine seems also to be growing; and there are signs that illicit traffickers in opium and opiates are turning their eyes to areas where there is little or no control over poppy cultivation. All this merely confirms the misgivings long felt by the Board.

97. On the other hand it is a considerable gain that the serious implications of the continuance of illicit and uncontrolled production are now internationally recognised. Adoption in December 1968 of United Nations General Assembly resolution 2434 (XXIII), which invites the specialized agencies to co-operate with the other bodies concerned in devising ways and means to eliminate this production, was a valuable first step and it is already having positive results. One such result is that experimental economic measures are now being introduced in Thailand with the co-operation of the Government. The seeds of genuine promise lie in this realistic and practical scheme and it is to be hoped firstly that it will succeed and that it will then lead on to parallel endeavours in other areas.

98. The Board remains convinced that a global approach is essential for the ultimate elimination of illicit and uncontrolled production of narcotic raw materials; and it trusts that, given success in such pilot schemes as are to be initiated, it may be possible to proceed to formulation of an overall plan. Meanwhile close observation will continue to be necessary to guard against untoward developments in other regions.

99. The immensity of the task is self-evident, as are also the handicaps imposed by the geographical remoteness and economic twilight of some of the regions principally concerned - handicaps which the Board has repeatedly outlined in its annual reports,^{2/} more especially in the report for 1966. Stated in the briefest terms, what is involved is a series of radical changes in the economic and social way of life of large numbers of people, including the development of roads and other communications and assistance to the governments in providing themselves with the means of administrative control. The very fact that the difficulties are so formidable and so deep-seated makes it all the more necessary to embark as soon as possible on the overall plan and thenceforward to prosecute it with vigour and determination.

^{2/} Report of the Permanent Central Narcotics Board for 1966, paras. 57 to 125 (United Nations document E/OB/22); Final Report of the Permanent Central Narcotics Board and the Drug Supervisory Body - November 1967, paras. 165 to 169 and 173 to 176 (United Nations document E/OB/23-E/DSB/25); Forst Report of the Board - November 1968, paras. 74 and 75, 87 and 88, 91 to 93 (United Nations document E/INCB/1); Report of the Board for 1969, paras. 41 to 83 (United Nations document E/INCB/5).

100. As evidence of the urgent need for these economic reforms it is only necessary to repeat that, on the best evidence available to the Board, the total annual production of opium in these areas can be conservatively estimated at more than 1,200 tons, while that of coca leaf is certainly not less than 13,000 tons.

101. Where production is under governmental control the closing of loopholes is mainly a matter of improving administrative efficiency and success should be achievable within a relatively short period. Where, however, it exists in defiance of government edict or by reason of fundamental economic handicaps, it would be unrealistic to look for progress except over many years and as a result of united effort comprehensively planned and adequately equipped.

102. A broad approach on these lines seems now to be possible following the special session of the Commission on Narcotic Drugs in September-October 1970 of which mention is made in paragraph 120.

PSYCHOTROPIC SUBSTANCES

103. There is mounting and widespread concern over the increasing misuse of drugs such as stimulants, depressants and hallucinogens, which affect the central nervous system. This feature of the general problem has engaged the close interest of the Board since the early sixties and in 1965 it gave warning of the dangers which such misuse represents to public health. In the intervening five years the abuse of these substances has grown both in extent and complexity.

104. Whatever may be the underlying factors it is unhappily the case that in a number of countries amphetamines and barbiturates are now abused - singly and in combination, orally and by intravenous injection - by a considerable number of people.

105. For several years the Board has advocated research into the aetiology of this abuse. Useful studies have been made but more are required. In the present state of knowledge it would be difficult to formulate even the broadest estimate of the total volume of use and abuse of these substances. The most that can be said is that the degree of misuse is probably much greater than is commonly supposed and that there is already a substantial volume of illicit traffic in these substances.

106. A pragmatic attitude has wisely characterized the discussions leading to the formulation of a draft protocol aimed at applying a measure of national and international control to these substances. The Board has participated in these discussions from their first inception and has been invited to attend the Plenipotentiary Conference to be convened in January-February 1971 to consider the final shape of a system of control over trade in psychotropic substances. It shares the general expectation that a broadly acceptable and effectual system of control will be agreed upon and brought into operation with a minimum of delay.

107. It is clear that this sector of trade in dangerous substances is not amenable to the same pattern of control measures as were found appropriate in respect of narcotic substances. The provisions of the draft protocol have been framed in the light of this realization.

108. It is to be hoped that in its final form the Protocol will:

- (i) win the general acceptance of governments;
- (ii) command the whole field of manufacture, distribution (including international trade) and consumption of psychotropic substances held to be dangerous;

- (iii) ensure the steady communication of adequate statistics, country by country, to the appropriate international organ;
- (iv) provide against possible variation in the pattern of misuse and, in short, will be sufficiently flexible to meet the changes in circumstances which past experience has shown to be inevitable;
- (v) make adequate provision for the need of continuing research;
- (vi) ensure that the administrative burden laid on Contracting Parties is not so heavy as to impede fulfilment of the intentions of the Protocol.

109. The General Assembly and the Economic and Social Council of the United Nations have already recommended that governments should apply to psychotropic substances certain provisions of the existing narcotics treaties. The Board hopes that the Conference will likewise recommend governments to implement the Protocol even before its entry into force. This would both improve the present situation and facilitate eventual ratification of or accession to the new treaty.

CURRENT OUTLOOK

110. Any assessment of the present degree of drug abuse throughout the world must conclude that the gravity of the situation has deepened during the year. Misuse of narcotic and other dangerous substances has escalated sharply in a number of countries and the outlook is profoundly disquieting.

111. Escalation has been most marked in respect of cannabis. The volume of consumption has climbed steeply, particularly among the younger generation.

112. The international illicit movement of cannabis has advanced correspondingly and there have been numerous seizures including some of large consignments. Moreover, countries which could hitherto claim immunity now acknowledge a growing problem. This applies not only to certain economically advanced countries but also to some which are still in process of development.

113. While progression from cannabis to heroin is not inevitable, there is evidence that numbers of heroin consumers in certain countries have begun with cannabis.

114. Transition is also known to occur from cannabis to other psychotropic substances including L.S.D. The abuse of these substances, notably by young people, sometimes tends to take the form of a pseudo-culture, even a pursuit of mysticism.

115. But, for many, the ultimate progression is still to heroin, as is demonstrated in more than one country. In some areas, indeed, the mortality rate among heroin users is already high and is tending to increase.

116. A phenomenon of particular concern to the Board is the growing tendency in certain countries, where there is long-standing non-medical consumption of opium, for consumers to turn from opium to heroin, thereby greatly aggravating the already serious problems confronting the national authorities.

117. More generally, evidence is accumulating that in a number of countries, concurrently with the present extensive use of stimulants and depressants for therapeutic purposes, there has developed a considerable misuse of the more potent of these substances. Such misuse often exists alongside cannabis abuse, the choice depending on whichever substance is more readily available.

118. Such variations on the general theme re-emphasize what has always been the case, namely that there is in fact no single drug abuse problem; that the phenomenon of abuse varies in kind and degree from area to area, from group to group, and that within each area or group it may fluctuate in pattern and intensity from time to time.

119. The Board has long been alive to the multiform nature of drug abuse and to the consequent need for continuous flexibility in national and international endeavours to cope with this baffling social malady. Paragraph 92 of its report for 1969 enumerated some of the underlying factors. The enumeration is neither exhaustive nor constant; nor are the factors common to all areas; and a particular individual may be affected by more than one of them at the same time. Because of the wide range of possible causes it is increasingly evident that the now admittedly epidemic spread of drug abuse can only be arrested by enlisting all the relevant disciplines - social, economic, medical, legal and administrative - in a continuous joint campaign to find and apply appropriate remedies.

120. The urgency of the current situation is recognised by the governments directly affected and counter measures are being applied within their respective jurisdictions and in conjunction with other governments, both directly and through international and inter-governmental bodies. This co-operation was exemplified in the second special session of the Commission on Narcotic Drugs held in Geneva from 28 September to 2 October 1970, at which a number of important decisions were taken. Prominent among these was agreement on the need to provide the Secretary-General of the United Nations with a Special Fund from which to finance a broad programme of measures directed simultaneously to reduction of illicit and uncontrolled production of dangerous raw materials, to checking international traffic in these substances and to promoting medical, scientific and educational activities in respect of actual and potential drug dependents.

121. The Board would welcome the creation of such a Fund and it would be prepared to render such assistance as may be sought from it in pursuing the aims which the fund is intended to fulfil. The Board concurs in the view that the general strategy should be all-embracing: to combine a preventive campaign on all fronts with economic measures designed to restrict supply; and at the same time to endeavour by social and educational means to curb the demand. In a resolution adopted at its special session in September-October 1970, the Commission on Narcotic Drugs expressly addressed itself to the need "to attack the problem ... simultaneously at its three critical points : supply, demand and illicit traffic." This resolution has since been endorsed by the Economic and Social Council in its Resolution 1559 (XLIX) adopted in November 1970.

122. For the furtherance of the campaign it must be sustained by the fullest possible information on all aspects of the phenomenon of drug abuse. Despite the steady accumulation of knowledge it is not yet possible to measure the true dimensions of the phenomenon, still less to foresee how it may evolve.

123. Many lines of research are being pursued in a number of countries, both under government auspices and by private bodies. It is essential that the fruits of these studies should be gathered, correlated and made widely available so that those involved in the campaign may be able to draw upon the total resources of current knowledge.

124. Meanwhile, and side by side, with such measures as the Secretary-General may be able to deploy through the medium of the Fund, the Board remains convinced of the essential need to harness the profound concern which has been aroused among the general public in many countries and to encourage the community to bring all its inherent resources to bear upon the whole phenomenon of drug abuse.

(signed) Harry GREENFIELD
President

(signed) Leon STEINIG
Rapporteur

(signed) Joseph DITTERT
Secretary

Geneva, 13 November 1970

HOW TO OBTAIN UNITED NATIONS PUBLICATIONS

United Nations publications may be obtained from bookstores and distributors throughout the world. Consult your bookstore or write to: United Nations, Sales Section, New York or Geneva.

COMMENT SE PROCURER LES PUBLICATIONS DES NATIONS UNIES

Les publications des Nations Unies sont en vente dans les librairies et les agences dépositaires du monde entier. Informez-vous auprès de votre librairie ou adressez-vous à: Nations Unies, Section des ventes, New York ou Genève.

КАК ПОЛУЧИТЬ ИЗДАНИЯ ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ

Издания Организация Объединенных Наций можно купить в книжных магазинах и агентствах во всех районах мира. Наводите справки об изданиях в вашем книжном магазине или пишите по адресу: Организация Объединенных Наций, Секция по продаже изданий, Нью-Йорк или Женева.

COMO CONSEGUIR PUBLICACIONES DE LAS NACIONES UNIDAS

Las publicaciones de las Naciones Unidas están en venta en librerías y casas distribuidoras en todas partes del mundo. Consulte a su librero o dirijase a: Naciones Unidas, Sección de Ventas, Nueva York o Ginebra.
