

E/INCB/13

INTERNATIONAL NARCOTICS CONTROL BOARD

Geneva

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

in 1971



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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.
1971 Convention	Convention on Psychotropic Substances, signed at Vienna on 21 February 1971.

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

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

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

- (a) The "Estimated World Requirements of Narcotic Drugs and Estimated Production of Opium", with its four supplements containing additional and revised estimates received during each quarter of the year under review;
- (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 2 of this report. Earlier reports of particular importance prepared by the Board and its predecessor body, the Permanent Central Narcotics Board, included: An analysis of the 1953 Protocol (Report of the Permanent Central Narcotics Board for 1964 - E/OB/20, paras. 4 to 25); An analysis of the 1961 Convention (Report of the Permanent Central Narcotics Board for 1965 - E/OB/21, paras. 7 to 103); A brief history of international control on narcotic drugs (Final Report of the Permanent Central Narcotics Board, November 1967 - E/OB/23-E/DSB/25, paras. 25 to 57); A study of the responsibilities of Parties and of the Board under the international narcotics treaties (First Report of the Board - E/INCB/1, paras. 1 to 5).

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

Membership of the Board

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

Professor Michel A. ATTISSO

Professor at the 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; Former Chairman of the Scientific Council of the Organization of African Unity; Vice-President of the International Union for Health Education; Member of the Board since 1968. Vice-President of the Board.

Dr. Nikolai K. BARCOV

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

Dr. Fortunato CARRANZA

Former Vice-Dean and former Dean of the National University of San Marcos; Honorary Professor, University of San Marcos; Chairman of the Fourth Congress of Chemistry, Lima, 1953; former Director of the Control Laboratories for Industrialization of the Coca Leaf, Peru; former member at various scientific congresses, national and foreign; fellow of the Society of Chemical Experts of France; founder and Director of the Chemical Society of Peru; member of various scientific and cultural institutes of Europe and the Americas; Commander of the Palms Académiques, France, and of Palmas Magisteriales, Peru; advisor to various meetings on narcotics held in Latin America under the auspices of the United Nations.

Professor Pietro DI MATTEI

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

Professor Marcel GRANIER-DOYEUX

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

Professor Takanobu ITAI

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

Professor Sukru 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 Sciences Board, the Scientific and Technical Research Council of Turkey; member of the Turkish Academy of Medicine; member of the Turkish Pharmacopoeia Commission; member of the International Society for Biochemical Pharmacology; member of the New York Academy of Science; member of the American Association for the Advancement of Science; Member of the Technical Committee during the Conference of the United Nations for the Adoption of a Single Convention on Narcotic Drugs, 1961. Member of the Board since 1968.

Mr. E.S. KRISHNAMOORTHY

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

Professor Paul REUTER

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

Mr. Leon STEINIG

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

At its eighth session, in May 1971, the Board re-elected Sir Harry Greenfield, President and Professor Granier-Doyeux, Vice-President; it also elected Professor Attisso Vice-President. These mandates will end on the eve of the first session of the Board in 1972.

Sessions in 1971

The Board held its eighth session from 17 May to 4 June and its ninth session from 25 October to 12 November 1971. The Secretary-General of the United Nations was represented at these sessions by Dr. V. Kušević, Director of the Division of Narcotic Drugs. The World Health Organization was represented by Dr. V. Fattorusso, Director of the Division of Pharmacology and Toxicology and by Dr. D.C. Cameron, Chief, and Dr. T. Chrusciel, Medical Officer, Drug Dependence Unit. Mr. C.W.A. Schurmann, Personal Representative of the Secretary-General, United Nations Fund for Drug Abuse Control, also attended these sessions.

Representation at International Conferences

The Board was appropriately represented by its officers and/or members of the Board and/or members of its Secretariat at the following international conferences: Plenipotentiary Conference for the Adoption of a Protocol on Psychotropic Substances (Vienna, January-February 1971); fiftieth session of the Economic and Social Council (New York, April-May 1971); ad hoc inter-agency Meeting on Narcotic Questions of the Administrative Committee on Co-ordination of the United Nations (Geneva, July 1971); twenty-fourth session of the Commission on Narcotic Drugs (Geneva, September-October 1971); ad hoc Committee on Illicit Traffic in the Near and Middle East of the Commission on Narcotic Drugs (Geneva, October 1971); World Health Organization: 24th World Health Assembly (Geneva, May 1971), 47th and 48th sessions of the Executive Board (Geneva, January and May 1971), Study Group on Youth and Drugs (Geneva, October 1971), Scientific Group on Opiates and their Alternates for Pain and Cough Relief (Geneva, November 1971); Council for International Organizations of Medical Sciences (Geneva, October 1971); Customs Co-operation Council: 37th and 38th sessions (Vienna, June 1971), 71st/72nd sessions of the Permanent Technical Committee (Brussels, March 1971), 17th session of the Committee of Chemists (Brussels, January 1971), 26th and 27th sessions of the Nomenclature Committee (Brussels, April and November 1971); Sub-Committee X of the European Committee on Crime Problems (Penal Aspects of Drug Dependence) of the Council of Europe (Strasbourg, March and September 1971); International Council on Alcohol and Addictions: Second International Institute on the Prevention and Treatment of Drug Dependence (Baden, near Vienna, June 1971), International Conference on Drug Dependence (Hong Kong, October 1971), and the Swedish Academy of Pharmaceutical Sciences Symposium on the Chemistry and Biological Activity of Cannabis (Stockholm, October 1971).

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.

I. THE GENERAL SITUATION

1. In the unfolding chronicle of international control of narcotic and other dangerous substances the year 1971 will hold a special place, both by reason of the intense gravity of the problems and because of more concerted efforts by governments to deal with these problems.

2. So far as concerns the general dimensions of the phenomenon of drug abuse the rising trend observed over the past several years has not only continued, it has also perceptibly steepened. In many countries there has been increased abuse, often multiform, of substances which affect the behaviour of the individual, to such a degree as to constitute a danger to public health and society. Indeed, so rapid has been the expansion as to amount to a virtual epidemic. Together with growth in the volume of the substances abused and the number of people affected there has also been a widespread appearance of unusual variants and new combinations of drug abuse. The illicit supply has kept pace with the mounting demand for addiction-producing drugs for abusive consumption: there has been a striking increase in the quantities of cannabis passing through illicit channels; and there has also been a greater flow of heroin and cocaine.

3. The variations in forms of drug abuse have often been influenced by the relative availability of different drugs. Changing trends, attributable perhaps in some degree to currently prevailing fashions, have long been a persistent characteristic of the phenomenon of drug misuse but they have been especially marked in recent years. Apart from an upsurge in cannabis consumption in many areas the most significant element in the present pattern is a turning from the more simple to the more sophisticated forms, - for example from opium to morphine or heroin. This has occurred on a considerable scale in South-East Asia where opium consumption has long been traditional. The consequences of such a change can obviously be grave. Whereas centuries of traditional resort to opium had bred in the average consumer in this region a certain discretion and an inherited awareness of the dangers of excess no such safeguards exist in respect of its modern derivatives. These in any case take effect more quickly and are of greater potency.

4. Resort to central nervous stimulants and depressants, - whether by self-medication, or through over-prescribing, or as an indulgence, - has continued to expand in a number of countries and has reached disquieting levels in some areas. There has also been a revival in the misuse of cocaine, and persistent misuse of hallucinogens of various kinds.

5. In these respects the situation in the year under review may be said to have evolved on lines which have become familiar in recent years. What has distinguished 1971 from earlier years has been a fuller recognition by governments and public opinion of the importance and urgency of the problem. This has given rise to new legislative and administrative control measures in a number of countries. The year has also witnessed a culmination of a series of major concerted responses by governments and by certain elements in the community to the challenge created by the spread of abusive consumption of psycho-active substances. Now it is universally acknowledged that this is a grave social malady and that its incidence, though varying in degree and in

character from one region to another, is already world-wide and is still growing. Equally there is general recognition of the corollary that it can only be overcome by close co-operation between governments and, within individual countries, by united action on the part of all the relevant disciplines, - legal, administrative, medical, social and educational.

6. Appreciation of the complexity of this subject is not confined to the phenomenon of drug misuse but extends to its consequences, actual and potential; and it is increasingly realized that, just as the causes may be deep-seated, so also its effects on society can be far-reaching. Concern is being more and more expressed as to the implications of drug abuse for the general welfare of the community and studies are being made as to the extent to which it is connected with crime against individuals and property and its possible association with other social disorders. National epidemiological studies are still far from complete, but more detailed information is becoming available; this already serves to bring the situation more clearly into perspective and it will help to reduce the tendency in some quarters to under-estimate the true magnitude of the problem.

7. In sum it may be said that 1971 has seen a full arousal of community concern over the problems of drug dependence and a united resolve to come to grips with it.

8. One expression of this resolve has been the adoption in February 1971 of an international convention for the control of dangerous psychotropic substances which, when it is carried into general effect, should go far towards limiting the spread of abuse of these substances.

9. Another has been the inauguration of a world-wide campaign covering the three main elements of the problem, - illicit and uncontrolled production of raw materials; illicit traffic; and non-medical consumption, - and the creation for this purpose of a Special Fund at the disposal of the Secretary-General of the United Nations.

10. Both these developments are especially welcome to the Board, which has consistently advocated their adoption since 1966; they will be no less gratifying to the international community as an assurance that remedial action is on its way.

11. The main constituents in the evolving situation and in the agreed counter measures are reviewed in detail in the following chapters.

II. THE CURRENT STATE OF INTERNATIONAL DRUG CONTROL

12. The shape of narcotics control, international and national, has always been governed by the dual nature of the drugs themselves: most of them invaluable in medicine, dangerous when misused; and its express intent has been to limit supply to the quantities needed for medical and scientific requirements. During the sixty years since controls were first devised their forms have undergone a number of adjustments to meet changing conditions but their fundamental purpose has remained the same.

13. Successive adaptations necessitated by the introduction of new dependence producing drugs, especially since the end of the Second World War, have been made and applied in a practical spirit, with the result that the control system has steadily expanded in scope and practical effect.

14. The number of countries Parties to the 1961 Convention now stands at eighty-one; but there will be general concern over the fact that only one country has acceded to the Treaty in 1971^{*} and over the further fact that among those which have not become Party to the treaty are some important producing and manufacturing countries. This treaty was the culmination of successive efforts to strengthen and consolidate control over narcotic drugs and it remains the central international agreement in this sphere. The Board recognizes that a variety of factors may stand in the way of ratification or accession by individual governments and that the procedural difficulties which these present to the governments concerned may be substantial, but it feels that they are not insurmountable and that if the difficulties are resolutely faced they could be fairly quickly resolved. In practical terms the vacuum is partly filled since many governments comply with the provisions of the Convention in advance of ratification. Nevertheless it is obviously essential that so basic a treaty should carry the overt sanction of as many countries as possible so as constantly to demonstrate that the control regime which it contemplates is a reality and is world-wide. It is to be remembered that the major purpose of this treaty was to consolidate the pre-existing treaties in this field, and not until it has been universally accepted will this purpose be fulfilled. The Board accordingly renews its urgent appeal to the countries which have not yet become Parties to the Convention to do so as soon as possible.

15. The effectiveness of the international part of the system created by the treaties is proportionate to the degree of co-operation received from governments. Where such co-operation is for any reason withheld, or where it is diminished by lack of concern or of administrative resources, the efficacy of international control is to that extent impaired. The constant aim of the International Narcotics Control Board is to secure maximum fulfilment of the obligations created by the Treaties and to ensure that the obstacles imposed by political and administrative realities are as far as possible overcome.

16. It is fundamental to the whole system that each government should within its own jurisdiction maintain efficient national controls and to this end should apply both the letter and the spirit of the treaties: only on such a solid foundation can

^{*}/ South Africa acceded on 16 November 1971; Fiji declared itself bound by the provisions of the Treaty on 1 November 1971.

international controls be made secure. To enable the Board to see that this requirement is met and that trade in the substances listed in the treaties is properly conducted, it must regularly and promptly receive detailed information of all stages of licit production, manufacture, import, export, consumption and stocks of the drugs placed under international control and, in addition, of the quantities of such drugs seized in the illicit traffic.

17. By constant detailed scrutiny of this information, much of which is necessarily in statistical form, the Board can adjudge the comparative efficiency of national administrations and in so doing is able to supervise the operation of the international treaties, which it always strives to do in a constructive spirit. This continuous survey of transactions within the purview of the treaties makes it possible to see where national administrations need to be corrected or reinforced and where the treaties themselves may stand in need of revision; and it exposes situations which may lead to the development of centres of illicit traffic.

18. The information on which this scrutiny is based comes to the Board mainly in the form of quarterly and annual reports. Over the years there has been some improvement in such reporting, but there is still a substantial volume of deficiencies which detract from the general effectiveness of the international system. Long delays occur in the submission of some periodic reports and all too often months go by before the Board receives responses to requests for explanations or for additional information. Only a minority of countries offend in this way: even so, the total detrimental effect is serious.

19. Once again, therefore, the Board urges the governments concerned to review, and where necessary strengthen, their administrative machinery in order to remove these defects. It is clearly unacceptable that the objectives of an international system which is fully supported by the great majority of countries should be thwarted by avoidable inefficiency or neglect on the part of a relatively small number. The Board's Secretariat spends much time in working with governments to remedy the administrative weaknesses which result in inaccuracies and lacunae in reporting and the Board is always ready to give more extended aid to individual administrations as far as may be possible within the limits of its staff and budgetary resources.

20. Where discrepancies are in this way reconciled, or faults are remedied, by the governments concerned, the Board takes no further action and only major or persistent breaches of treaty obligations are brought to world notice in its annual reports.

21. The following countries have failed to send complete returns for two years or more:

Afghanistan	Mongolia
Bolivia	Nepal
Burma	Sierra Leone
Gabon	Trucial Oman
Guinea	Uruguay
Laos	Yemen Arab Republic

22. Of even greater concern to the Board is the complete absence of official information regarding the People's Republic of China, the Democratic People's Republic of Korea, the Democratic Republic of Viet-Nam and Equatorial Guinea.

23. In a number of earlier reports the Board has expressed the hope that some means might be found of enabling it to inform itself accurately of the situation in all countries and particularly in large areas representing a substantial percentage of the total world population, in regard to which it has hitherto been unable to obtain authoritative information. It welcomes the possibility now emerging that this hope may presently be fulfilled.

24. Grave as are the major gaps - some periodic, some continuing - in the international flow of information, some measure of reassurance can be drawn from the fact that over a great part of the world the network of reporting is virtually complete, even if here and there its functioning is at times irregular and uncertain.

25. Where failure on the part of governments to supply information derives from lack of interest or from need for administrative reinforcement the international organs stand ready to help in remedying these weaknesses as far as their resources allow. Experience has shown that one effective means of doing this is by regional training and consultative missions such as are periodically organized conjointly with the Division of Narcotic Drugs of the United Nations Secretariat to visit areas in particular need of technical and advisory assistance. In this way it is possible to include a number of officials in the discussions and thereby to promote co-ordination between the various services involved. During 1971 training and consultative missions of this kind, visited Sierra Leone, Liberia, Ghana and Nigeria. A mission to Latin America which was to have visited four countries in the Andean region in 1971 will now be undertaken in 1972. The good results so far obtained have encouraged the Board to continue such conjoint action which offers an economic method of meeting the increasing number of requests received from governments for training their staffs in the complexities of narcotics control.

26. Where the circumstances fall within its special province the Board organizes its own missions. In situations of major importance discussions are sought at Ministerial level and the mission may then consist of members of the Board accompanied by senior members of its staff. Missions of this kind can of course only be organized after careful preparation and with the prior agreement of the Government concerned. The Board takes the view that each such mission should have a defined objective which is attainable within a relatively short period. Less formal visits may also be undertaken. For instance, a member of the Board visited Hong Kong in October 1971. Leading members of the Board are to visit Turkey in January 1972 at the invitation of the Government. At government request, a senior representative of the Board went to Pakistan late in 1970; another to Thailand in 1971.

27. Looking into the future the Board has entered into negotiation with several governments with a view to arranging other visits or missions and these will be undertaken as soon as their agreement can be obtained.

28. By these and similar means the Board maintains constant surveillance over the operation of the treaties and so far as possible it joins with national authorities in correcting defects as they come to light.

29. Regrettably, however, exceptional situations constantly present themselves. Instances of this nature are discussed in the following sections.

TURKEY

30. Frequent appearance in the illicit traffic of opium, or opium derivatives, known or presumed to have originated from Turkey has made this country a focus of international concern for a number of years. Counter-measures have not been lacking, yet the stream of such substances has persisted and has caused much disquiet and not merely in the countries to which it has found its way. During the last decade, the Government of Turkey has progressively applied additional restraints on poppy cultivation, withdrawing it to areas distant from land-frontiers and requiring cultivators to be licensed. There has also been a substantial contraction of the area officially assigned to such cultivation: since 1964 the number of provinces ("governorates") with authorized opium production has been reduced from 25 to seven. This number is scheduled to be further reduced to four in 1972.

31. Moreover, in July 1971 the Board was formally notified by the Government that with effect from the end of the 1972 crop year all opium poppy cultivation within its territory will be abolished. The Government declares that the abolition is decreed in the interests of humanity at large; and since there is little or no consumption of opium of any kind within the country the decision can evidently be regarded as having been taken in the interests of the international community.

32. There being no internal demand, production has been solely for export - through the national monopoly in so far as it has been legitimate - and with its disappearance the country will lose a source of foreign exchange. In other ways too the repercussions of so radical a change of policy will obviously be considerable. Some resistance is naturally to be expected from those engaged in a form of cultivation which has been practised for centuries. To overcome this, the Government has publicly declared that the present farmers will be duly compensated for the loss of the income they have hitherto enjoyed from this crop.

33. Admirable as are the motives underlying the change of policy, however, its value to the world community will depend on the degree to which it ultimately succeeds in diminishing the flow of contraband opium or opium derivatives. Clearly the Government will need to apply a series of consequential measures which will be expensive and may also prove unpopular.

34. The Board regards the auguries as encouraging. The sequence of successful restrictive measures which preceded the latest announcement and the forthright terms of the Government's declaration of intent are themselves evidence of the firmness of its resolve. Moreover the Government has since made clear that it fully understands the arduous nature of the task to which it has committed itself in carrying its plan to fulfilment, and further reassurance is provided by the promises it has received of substantial external aid from various sources in completing this task.

35. The absence of supplies formerly obtainable from the Turkish Opium Monopoly will also have an impact on the licit market and there may be some check to the manufacture of opium alkaloids such as morphine and codeine until requirements can be fully met from some other sources.

36. As for the illicit market, international concern in regard to this region can hardly be relaxed until it can be seen to what extent the prohibition of opium production can in practice be enforced. Even assuming that early and full success will be achieved apprehension will remain lest the ensuing vacuum in the channels of illicit supply may be filled by increased output in other countries.

37. As already mentioned senior representatives of the Board will visit Turkey in January 1972 at the invitation of the Government.

IRAN

38. When in 1969 the Government of Iran rescinded its earlier policy of prohibiting the production and consumption of opium within its territory, there was wide apprehension lest it might thereby aggravate the problems and difficulties of drug control in this and other parts of the world. Apprehension has since lessened, though the Board still views the situation with some concern. The Government has applied its new policy with vigour and its efforts have had a measure of success. Stern penal action since 1969 has certainly discouraged illicit traffickers, but even so a considerable inflow of contraband opium persists.

39. The authorities seem also to have succeeded in controlling local cultivation so far and the Government now feels it can safely increase production in order to meet internal needs for maintenance treatment of drug dependents. The dimensions of the increase are shown in the following table.

	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>
	<u>statistics</u>		<u>estimates</u>	
Number of Provinces or Governorates where opium production is authorized	10	13	14	19
Area under opium poppy cultivation (hectares)	1011	6200	12000	20000
Production of opium - at consistency of 90° (metric tons)	7.8	77.8	155.6	216.7

40. The Board has always had misgivings as to the possibility of exercising effective control over poppy cultivation other than in a concentrated area adjoining an Opium Monopoly and the risks of diversion into illicit channels must surely grow if poppy cultivation in Iran is still further dispersed.

41. The general abuse of narcotics is continuing and supplies of heroin are now finding their way from Teheran to other cities and even to some villages. Heroin tends to be preferred by people who are younger and better educated than those who use opium; but there is some evidence of young people resorting to more than one drug.

42. Treatment campaigns have been mounted, but the number of addicts is beyond the capacity of the present treatment centres. The Board has been pleased to learn of the Government's plans to increase the facilities for treatment and rehabilitation of addicts, particularly those using heroin; but in its opinion more needs to be done to educate young people to the dangers of all forms of drug abuse.

43. What has been achieved so far is commendable, more particularly bearing in mind the size of the country and the inherent difficulties confronting the enforcement staffs. It has also been a financial burden to the administration. Yet still greater efforts are called for if the evil of addiction is to be curbed.

44. The Government has undertaken to abandon poppy cultivation when it can be sure that such cultivation has been discontinued in neighbouring countries from which opium has been smuggled into Iran. The flow of contraband across the western frontier has already diminished as a consequence of Turkey's contraction of her poppy-growing areas, coupled with operations by the frontier preventive forces on both sides; and a further reduction can be looked for after 1972 when the Turkish decision to abandon poppy cultivation altogether comes into effect. Attention can then be concentrated on Iran's eastern frontier where increased vigilance will be needed.

45. To add to the Government's anxieties there will also be a continuing threat from cannabis, which grows readily throughout Iran and could become as difficult a problem as opium. Already there has been an increase of cannabis smuggling from beyond Iran's eastern frontiers by foreigners on their way to Europe and this could well stimulate misuse of cannabis within Iran.

AFGHANISTAN

46. There has been little perceptible change in the situation described in the Board's report for 1970. Indications continue to be received that large quantities of opium and of cannabis resin are smuggled into adjoining countries. Nor is it yet possible to see how an improvement could soon be brought about. On the contrary, available evidence suggests that even further quantities of both substances would be forthcoming to meet such expansion of demand as might come from the illicit market.

47. The circumstances of Afghanistan are highly favourable to illicit traffickers. Opium and cannabis resin are, or can readily be made, available; preventive forces hardly exist, so that contraband can move freely without risk of seizure; and in general the low level of economic activity enhances the lure of easy gains from smuggling. Lacking the necessary administrative apparatus to enforce its authority in the areas of production and along the supply routes, the Central Government is virtually powerless to check the traffic. External aid is being supplied on a generous scale and will doubtless continue; but in face of the extreme paucity of Afghanistan's natural resources it would be unrealistic to look for appreciable curtailment of this source of illicit drugs until such time as radical improvement can be brought about in the economic and administrative structure of the country.

48. Clearly however the situation cannot be allowed to drift and some positive action must be brought to bear on it. The Government of Afghanistan for its part should agree to enter into purposeful discussions with the appropriate international organs with a view to seeking and applying effective remedies. On the other hand, all appropriate programmes designed to aid Afghanistan should include within their purview the drug situation in this country.

PAKISTAN

49. A stream of cannabis resin and opium, emanating partly from Afghanistan and partly from the intervening North Western Frontier Provinces of Pakistan, finds its way through West Pakistan - where it incidentally supplies Pakistan consumers 'en route', - to other countries. Numerous large seizures in international illicit channels show that this is an important source of supply and vigorous action is evidently needed. The difficulties in the way of applying a 'cordon sanitaire' in this region are evidently enormous. As one contribution to measures undertaken to cope effectively with this already substantial and potentially still greater flow of these substances, the Pakistan enforcement services need to be provided with preventive equipment, which the Government is in no position to supply and if the need is to be met the material will have to come from external sources. Only if material aid is forthcoming can effective action be expected from the Pakistan authorities, who will in any event be faced by political problems in applying control measures to the tribal areas. As noted in paragraph 26 a senior representative of the Board visited Pakistan late in 1970 at the invitation of the Government.

NEPAL

50. Two factors have combined in the last few years to lend importance to Nepal as a feature in the international drug scene. One is the attraction which Khatmandu has exerted on the groups of young people of the "hippy" type who have made their way from North American and European countries across the Near East ostensibly in search of mystical experience but in reality often in the knowledge that cannabis is freely available, and whose presence has contributed in some measure to the growth of illicit

traffic. Of greater importance and future significance is the rapidly growing movement of cannabis into adjoining provinces of northern India. This is seriously hampering the Indian authorities who are striving to honour the Central Government's undertaking to abolish consumption of cannabis by 1989 in compliance with the provisions of the 1961 Convention. The implications of this development are not confined to India, for already part of the outflow is believed to find its way into the international illicit traffic and it could quickly expand into a major alternative source of supply as preventive barriers are tightened in other parts of the world.

51. The Board has long sought information from the Nepal Government. In October 1971 it received a letter stating that the Government is in favour of international limitation of supply of drugs to medical purposes; that it is discouraging cultivation of cannabis and opium in Nepal by licensing such cultivation and by imposing a high tax on production; and that according to the meagre statistics available to the Government only a very limited quantity of these drugs is consumed within the country for non-medical purposes and then only at religious ceremonies.

52. The Board is glad to have this categorical affirmation of the Government's policy. On the other hand it finds difficulty in understanding how, with a licensing system and a tax on production, the Government should have only "meagre" statistics and how, more importantly, there should be such a large outflow of cannabis to India and to destinations farther afield. It may be of course that much of the cultivation evades the licensing system, perhaps owing to lack of trained staff. There is a clear and urgent need for the situation to be fully explored and a useful first step would be for Nepal to invite an international mission of experts to advise as to what measures are necessary and practicable and to organize training programmes to enable them to be carried out.

BURMA

53. This has long been a problem area in the realm of drug control. Much of the illicit opium deriving from South-East Asia is known to have come from the north-eastern region of Burma, which has a considerable output that could be further expanded. While there is wide-scale local consumption of opium, both in this area and in the rest of Burma, a large part of the amounts produced finds its way to other countries. Recent reports indicate that heroin is now being manufactured there and this makes the situation even more grave.

54. The Board is handicapped by the paucity of information which it receives from governmental sources. Even allowing for the fact that substantial areas of the country are not fully under Central Government control more factual material could undoubtedly be made available to the Board which would be of value in assessing the situation and devising counter-measures. The Government has been repeatedly made aware of the availability of expert advice and assistance from international organs

and the Board would wish to enter into direct discussion with the Government in Rangoon with a view to preparing the basis of control and enforcement programmes which are essential if the Government is to protect its own people from the scourge of drug addiction and at the same time to reduce the outflow of contraband to other countries.

55. In a recent report to the Secretary-General of the United Nations the Government has stated that attempts are being made with some measure of success to bring the Kokang area under effective administrative control, that the Kumlong district in which it lies is being developed economically and socially and that one of the objects of such development is the eradication of poppy cultivation in the region. This is welcome as far as it goes, but much more positive action is essential in the interest both of the world community and of Burma's international reputation if the already very grave situation is to be remedied and the evident danger of further deterioration is to be prevented.

THAILAND

56. The Board finds no reason to abate the concern it has long felt over the drug situation in Thailand. On the contrary it finds that poppy cultivation continues on a wide scale, and that local consumption of morphine and heroin appears to be increasing. There are also reports that heroin manufactured in Thailand is finding its way into other countries in South-East Asia and beyond.

57. The drug problem in this country is undoubtedly complex and difficult and the national authorities will need all the advice and assistance, multilateral and bilateral, that can be provided. The pilot projects already initiated by the United Nations are making progress and can be expected to yield useful results. It is to be hoped that these will quickly be given practical application and that they will be followed by more comprehensive projects. A recent agreement with the United States will also provide a base for greater united efforts to remedy a situation which even now represents a grave international danger.

58. At the same time greater efforts will be required from the Government, in the interests alike of the health and welfare of the Thai people and of the country's international good name. The national authorities are conscious of this need and at their request the Board sent a mission to Bangkok in 1971 to assist in improving administrative controls.

LAOS

59. This country is part of the wide belt of illicit or uncontrolled poppy cultivation which stretches across South-East Asia and forms an almost limitless reserve supply of opium and opiates on which the international illicit traffic could increasingly draw as other sources become more constricted.

60. In the troubled conditions now prevailing throughout this region it is impossible to form an accurate assessment of the narcotics situation. The Board notes that in late September 1971 the Kingdom of Laos adopted an anti-narcotics law prohibiting opium production except by tribesmen more than 40 years of age for their own consumption. It earnestly trusts that despite the current difficulties the Government will from now on apply stringent measures to stem the outflow of opium into the international illicit market.

61. It hopes also that the required international assistance may be given to the national authorities in their efforts to cope with the illicit traffic within and from the country.

REPUBLIC OF VIET-NAM

62. It would have been surprising if the depressed social conditions created by years of war in a region where opium and cannabis are readily available had not caused an increase in drug abuse. In fact it has given rise to a phenomenal upsurge. Facts made generally known in 1971 revealed an alarming extent of addiction among the armed forces in the Republic of Viet-Nam. Stricter controls have already been instituted by the military authorities, together with arrangements for medical treatment and eventual social reintegration of those who have become addicted. Such programmes will undoubtedly have to be expanded and similar measures will in due course have to be devised for the civilian population when the return of peace makes this possible.

63. Effective safeguards will also be needed to counter the evident risk that the links set up between producer and consumer to serve the present exceptional demand may be extended and consolidated in a continuing international network of illicit trade.

BOLIVIA

64. Persistent widespread chewing of coca leaves and extensive coca bush cultivation in this country leading to clandestine manufacture and export of cocaine have made it a subject of international concern for many years. It is a matter of profound regret to the Board that despite repeated efforts it has not yet been able to secure the effective co-operation of the national authorities in complying with the narcotics treaties. Two special missions of the Board have been sent to Bolivia, in 1964 and 1966. On the occasion of the first mission a formal agreement between the national authorities and the Board was entered into for the progressive elimination of coca production and consumption; and since no action followed, it was renewed on the second visit.

65. The agreement provides for particular measures to be taken by the Government on behalf of the health and welfare of the population and in fulfilment of its obligations to the international community. Little, if anything, appears to have been done. Bolivia remains a major producer of coca leaves and there still seems to be

no effective control over production or distribution, nor even any accurate knowledge of the extent of production or consumption. Adjoining countries complain of a chronic outflow of cocaine and there is increasing evidence of the presence in international illicit channels of cocaine believed to have originated in Bolivia.

66. The Board urges the Government to give early attention to this detrimental situation which has been seriously aggravated by the growing resort to cocaine as a drug of abuse in several parts of the world.

PERU

67. In its 1970 Report the Board observed that there seemed at last to be some possibility of action to cope with the abusive consumption of coca-leaf in Peru and it welcomed the intention to incorporate coca restrictions in the comprehensive land reforms planned by the national authorities. A formal assurance by the Government that any land grants made under the reform programme will include a ban on coca-bush cultivation would be a useful first step, but what is clearly required is a determined drive to reduce existing coca plantations. This could well form part of a regional campaign, planned and carried out in concert with Bolivia and other countries in the Andean region. Peru is well-placed to take the initiative in such a regional approach while at the same time reducing its domestic production, and the Board looks to the Government to recognize and respond to this challenge.

LEBANON

68. In the absence of official figures, which have not yet come to hand, it is impossible to say what further progress has been made for that portion of the so-called Green Plan which provided for abolishing cannabis cultivation by introducing alternative crops. There seems at least to be no weakening of official attitudes. The replacement reported last year was in fact achieved only under government pressure because the substitute crops - mainly sunflower seeds - were always less profitable than cannabis, a handicap now enhanced by the present expanding demand for cannabis across the world which has exerted a sharp upward pull on prices.

69. This is yet another illustration of the impossibility of controlling the drug problem by merely limiting production. So long as demand persists (and there is reason to fear that it will in fact expand) production will inevitably rise, in one place or another, to meet it.

70. In this instance the situation is in no way affected by local consumption, which seems indeed to be very low and to be kept so by the restraints inherent in closely-knit village and family relationships, so that production is almost wholly for export. It follows that if this substantial tributary into the world stream of illicit traffic is to be effectively dammed, further positive action on the

the part of the Government is called for and more external aid and encouragement will have to be given to the Lebanese authorities in the efforts they are making.

MOROCCO

71. The cultivation of cannabis is officially prohibited in Morocco. Nevertheless there is, in some of the less accessible regions, illicit cultivation which in addition to supplying local consumers has been flowing into the international illicit traffic. The Moroccan authorities are alert to this development and are doing what they can to restrain it. The Board urges them to intensify these efforts as well as their endeavours to eliminate production of cannabis within the country.

MONGOLIA

72. For many years Mongolia has figured in the list of countries which failed to collaborate with the Board. It is gratifying to record that the Government has in 1971 resumed the supply of information and the Board trusts that it may now look forward to still closer collaboration in the future.

III. OPIUM, MORPHINE AND HEROIN

73. Ebbs and flows in the illicit traffic, - occasioned by variations in demand on the one hand and by problems of procurement on the other, - have not materially altered the central position which opium has occupied since international control was first imposed. Despite the inevitable changes in the pattern of drug addiction, which have been particularly marked in recent years, one element is relatively stable: the opiates (heroin, morphine) and opium itself, are still in great demand and on an overall view heroin remains at once the most outstanding and the most dangerous drug of abuse. Indeed in some parts of the world the abuse of heroin has reached critical dimensions; it is also extending to countries where it hardly existed before. Nothing is more certain than that the pattern of drug abuse will continue to change; it may be, for example, that the tendency noticed among some addicts to seek drugs less notoriously dangerous, and less expensive, than heroin may spread to others; but for the time being the primacy of opium, morphine and heroin in the illicit traffic is still unchallenged.

74. It follows that international effort must continue to be concentrated on perfecting supervision over licit production of opium and on checking, and as far as possible eliminating, production which is illicit or uncontrolled. Turkey's decision to terminate production altogether is a major event; but its consequences cannot be accurately foreseen, and close scrutiny of the whole international scene will be called for if the full benefit of this change of policy is to be realized. It may be that some poppy cultivation will nevertheless persist despite the government ban; and such residual production would obviously be very difficult to eradicate. Or it may be that, in anticipation of an ensuing vacuum in supply, other sources - for example in South-Central and South-East Asia - may expand to fill it, as indeed they seem already to be doing. These two contingencies are not, of course, mutually exclusive. It may happen that both will materialize and that the illicit supply may still more than suffice to meet the current expanding demand.

75. Laudable as is the Turkish Government's decision, therefore, it will not guarantee an early and continuing reduction in the global flow of illicit raw materials; rather should it be regarded as a stimulus to renewed and intensified vigilance. Control measures of all kinds, national and international, must continue to be made more effective.

76. This applies firstly to controls over licit production and distribution. For a number of years now the Board has been able to say that leakage from licit manufacture of and trade in narcotic drugs has been gratifyingly low; and the claim is still valid for the year under review. On the other hand, there is still some seepage from licit opium production. Although in most countries the quantity is but a small percentage of the total yield, it is nevertheless a substantial amount in absolute terms and it must be reduced as far as is humanly possible.

77. Even more important is the need for concentrated efforts to curtail the illicit and uncontrolled cultivation of the opium poppy. Some years ago the total yield from this cultivation across the world was cautiously estimated to be of the order of a thousand tons a year. There has since been no reason to suppose that this estimate was excessive: on the contrary the quantity is probably much greater. An accurate calculation of current output is virtually impossible by reason of the geographical and other

difficulties confronting a survey of the areas engaged in this cultivation. This much can be said with certainty: that the quantity annually produced is very large, substantially larger indeed than the quantity absorbed in the manufacture of opium alkaloids and their derivatives for legitimate medical and scientific purposes. Already there are signs that illicit traffickers are increasingly drawing upon this vast source of supply and that they will more and more do so as access to their present sources in the Near-East is made progressively more difficult.

78. The world's enforcement services must therefore be prepared for a long and arduous campaign, which will moreover have to be characterized by close co-operation at all levels. The co-operation of the international organs is constant. There has also been growing evidence of co-operation, bilateral and multilateral, between governments. More and more national authorities have come to acknowledge the need for comprehensive approaches, embodying methods which are innovative and realistic.

79. Bilateral and regional approaches have obvious advantages such as immediacy and the sharing of resources and of technical knowledge; and they invite emulation by other countries. Notable instances of bilateral co-operation in recent times have been between the United States and the following countries: France, Mexico, Thailand and Turkey. And these have yielded encouraging results. More recently agreements to work together have been reached among others, by Iran and Turkey; and by Iran and Pakistan.

80. Yet while the large seizures of contraband made by combined operations between national administrations are a matter for congratulation, they also afford evidence of the cunning resourcefulness and audacity of those who engage in the illicit procurement and transport of contraband substances. An activity so vigorous and persistent, sustained by profits which are evidently enormous, cannot be contained by preventive measures alone, even if these are carried out by more than one service and more than one country, as is now increasingly the case. Still more, and still closer, co-operation will be required; and it must be multilateral if it is to be effective.

IV. CANNABIS

81. The problems posed by cannabis loom larger year by year and they are causing deep concern to many governments and to the public at large. Consumption is expanding at a disquieting rate; and numerous large seizures of contraband consignment in different parts of the world afford evidence that the illicit traffic in this substance is swelling rapidly to meet this growing demand. Earlier sources of supply are expanding and new sources are continually presenting themselves. To give only two examples, the copious streams now flowing from Afghanistan and Nepal constitute a serious challenge to the effectiveness of international control.

82. Expert research is in a number of countries being directed to various aspects of this phenomenon and in particular to the short- and long-term effects of abusive cannabis consumption. Thus, in the United States, a massive programme of research into all aspects of cannabis misuse has been launched under the auspices of the National Institute of Mental Health; and parallel studies are being undertaken in other countries. These are thought likely to yield definable results in perhaps two or three years' time. Pending further answers from scientific research, all who concern themselves in any way with cannabis, would do well to remember that its toxicity varies widely: that it depends on the degree to which active principles are present; and that this in turn depends on ecological factors, on the part of the plant from which the substance is taken and on the conditions under which it is stored and transported.

83. Much, if not most, of what passes for cannabis in the illicit market, particularly in North America, is of low grade and it is often adulterated. In other parts of the world the potency seems generally to be appreciably higher. But large quantities of the resin which is the most toxic part of this plant are now invading the international illicit market from areas of high production in the Near East, Africa, South Central and South-East Asia, and Latin America and this carries evident risks for those whose previous experience has been limited to an inferior product. It is manifestly essential therefore that research should be vigorously pursued and its results made widely known as soon as they can be confidently pronounced. The Board feels that these studies would be enriched and given early practical relevance if they could be extended to areas where there has been high consumption over many years. Meanwhile certain reliable observations so far made show that the effects of cannabis consumption include variation in perception of time and space, disinhibition, dulling of attention, fragmentation of thought, and an altered sense of identity.

84. It is worthwhile to recall that since the early years of international narcotics legislation recognition of the need to subject this substance to control has come predominantly from those countries with the longest experience of cannabis abuse. In the opinion of the Board the findings so far yielded by research afford no reason for relaxing that control. On the contrary, present indications are that cannabis represents a serious and growing danger to many countries, both in its inherent potential for harm and in its association with other forms of drug abuse.

V. COCA LEAF AND COCAINE

85. To observers unfamiliar with South America the coca leaf problem may seem to be of no more than local significance and to have little relevance to the general drug situation. In fact it has a double aspect: first, the abusive consumption of coca leaves which is of concern mainly to the governments of the countries where the coca bush is cultivated and of the countries adjoining them; and, second, the illicit export of cocaine manufactured from the leaves which is of considerable and growing concern to countries farther afield.

86. The chewing of coca leaves as an indulgence has been practised for centuries in and around the Andean uplands of Peru and Bolivia where the coca bush is indigenous and where it is cultivated in extensive plantations. Under the authoritative rule of the Incas the phenomenon had perhaps no particular social significance. In more recent times, however, it has been increasingly recognized as having a debilitating effect on those who practise it and, accordingly, to be detrimental to the economic and social welfare of the region. Repeated attempts have been made by national and international authorities to reduce both production and consumption. These efforts have been more evident in Peru, where some progress has been achieved, but a habit so widely followed and so deeply rooted in the history and way of life of the indigenous population cannot be quickly eradicated. Consequently intensive efforts, both national and international, will be required if the phenomenon is to be reduced to tolerable dimensions.

87. The illicit manufacture of cocaine for export into international illicit channels is a relatively recent phenomenon and it is acquiring heightened significance from the fact that cocaine is now manifesting itself as a feature of drug abuse in a number of countries. There has been a notable increase in the quantities seized in the illicit traffic, particularly in that portion directed to North America.

88. Information supplied to the Board in regard to coca bush cultivation is no more than partial, based as it is on the quantity of coca leaves subject to government tax, which is but a portion of the total quantity harvested. It is impossible therefore to arrive at an accurate assessment of the volume of production year by year. All that can be said with certainty is that it far exceeds, by thousands of tons, the amount required for licit manufacture - whether of cocaine (the use of which in medical practice continues to diminish) or of a flavouring agent for beverages after extraction of the cocaine content.

89. So long as coca leaf chewing continues to be widely practised it will be virtually impossible to prevent the clandestine manufacture and the subsequent outflow of cocaine from this region into the illicit traffic. This fact alone gives this form of abuse a more than local relevance; and it will attract yet greater international concern if, as now seems not improbable, cocaine becomes more generally an ingredient of multi-drug abuse.

90. The world community may also feel that international good neighbourliness, as well as broad humanitarian considerations, call for as much encouragement and practical aid as possible to be given to the Governments of Peru and Bolivia in suppressing the organized cultivation of the coca bush and thereby checking a practice which undermines the health of their people and hampers the economic development of these countries.

91. The Board has already suggested that this aim could best be served by a co-operative regional approach and it hopes that both assistance and technical advice may be forthcoming from United Nations sources. Prima facie it would seem that the difficulties of crop substitution would be less formidable in this sector than in the areas of illicit or uncontrolled production of the opium poppy: there are agricultural skills and transport and marketing facilities for alternative crops. Moreover there is evident need for more varied agricultural production of higher nutritional value than at present.

92. As previously noted, the current comprehensive land reform programme being undertaken by the Peruvian authorities presents a notable opportunity to reduce coca-bush cultivation and thereby to make a positive contribution to the fight against drug abuse. As the programme is implemented, consideration could be given to prescribing the prohibition of coca-bush cultivation as a precondition for the granting of land holdings. In this way the gradual reduction of coca leaf cultivation and chewing could perhaps be brought about. In 1970 a Board mission was told by the responsible authorities in Peru that such a plan was under consideration but no reports have so far been received as to whether it is actually being implemented.

93. During the twenty years which have elapsed since coca-leaf-chewing was authoritatively recognized to be harmful, corrective measures have been sadly deficient and it is to be hoped that, from now on, a greater strength of purpose will be displayed by the governments concerned, aided by a greater degree of international co-operation.

VI. CONTEMPORARY TRENDS AND REMEDIES

94. A continuing feature of the problems surrounding international narcotics control since the Second World War has been growth, persistent growth, growth in all dimensions: in extent, in importance, in complexity. As was briefly indicated in the beginning of this Report, the growth factor has been even more evident during the year under review.

95. With respect to dependence-producing drugs the total demand for misuse has risen substantially and illicit supply has expanded to meet it. The increase has been greater in some countries than in others, but that there has been a general extension across the world is beyond doubt. The expansion of illicit supply has been more evident with some substances than with others: the increased flow of cannabis for example has been striking, but there has also been greater traffic in heroin and cocaine.

96. The year has also seen more variation in the pattern of abuse. The variation has been in four broad categories: from a single drug to a combination of drugs; from one drug to another of comparable potency; from mild drugs to others of greater potency, and even from potent to milder drugs. The causes of change have been various, ranging on the one hand from a deliberate turning of abusers to substances less potent or less notoriously dangerous, or even less expensive, and on the other hand to necessity imposed by a, perhaps temporary, lack of the drug ordinarily sought by the consumer. Such changes merely underline the truism that so long as a demand of this nature persists it is likely to find satisfaction in one substance or another.

97. Research into the characteristics of drug abuse has not yet yielded definitive conclusions as to where the root causes may lie: how far in human personality, how far in the structure of modern society and its present-day environment. This is scarcely surprising since the circumstances vary substantially from one area to another; and in most instances more than one factor is operative. In so far as the elements are personal they may take the form of curiosity, bravado, feelings of insecurity or unhappiness - arising perhaps from broken homes - or a mere desire to follow a group vogue; and in general they may be a product of economic and social pressures arising from the growing pace of modern life. Environmental factors are to be found in increasing urbanization: they include absence of employment, or employment which is emotionally unsatisfying, and lack of suitable outlets for surplus energy, leading to boredom and a quest for artificial excitement. These possible factors are cited only by way of illustration. Because of its complexity the subject requires much careful study which it is in fact receiving at the hands of skilled researchers.

98. It follows that the problem of checking this phenomenon presents itself differently in different countries and at different times, that there is in fact not one common problem: rather is there a series of problems in different parts of the world. At one end of the spectrum it may involve the misuse of a single natural substance, such as cannabis, opium or coca leaf; at the opposite end it assumes greater complexity involving more sophisticated products and the abuse of more than one drug at a time.

99. The reactions of national authorities are naturally conditioned by local circumstances, including the degree of recognition of the severity of the problem and the extent of their available resources. It is fair to say that during 1971 there has been some progress, though there is still a great need in a number of countries for a closer alignment of national legislation and administrative practice to the requirements of the narcotics treaties.

100. On the other hand, it must be stressed that national responses to the challenge need to be multi-disciplinary, and that governments should invoke all the professional skills at their command which have a bearing on the health, the social and economic welfare and the education of their peoples. This is essential even where the problem presents itself in its simplest form and relates only to a single substance - as, for example, in certain African countries where abuse is at present in general confined to cannabis or in parts of South America where it takes the form of coca-leaf chewing. For experience during the current year again confirms that the infection spreads quickly from country to country and that where indulgence of this kind has become an established social custom it readily turns to other substances as these become more widely known and more easily procurable.

101. Equally it is more and more demonstrated each year that this is truly a world problem, and that its solution cannot be accomplished by an individual country, even within its own territory, however resourceful that country may be. This truth is now more widely recognized than ever before and the current year has witnessed some notable examples of bilateral and multilateral co-operation between governments.

102. The United States of America has been particularly prominent in evoking this kind of co-operation. Successes have thereby been achieved and, provided that vigorous efforts of this kind are maintained, more can be expected. An encouraging recent development has been the agreement between the Governments of countries within the present European Economic Community and of the United Kingdom to co-operate in measures to cope with the problem. Such a regional approach - directed, as is its intention, to medical prevention and care; to the spread of information in schools and universities and among the public at large; to curbing the illicit traffic; and to harmonizing national legislation and regulations on drugs - obviously carries great promise.

103. It is too much to expect, however, that the problem can be solved by government action alone, however comprehensive, however well-conceived. Not until each community is fully mobilized can the challenge be adequately met. It is vitally important to look beyond the visible manifestations and to seek out and strive to eradicate the basic causes of this great social problem. This approach too must be multi-disciplinary so that all aspects of the subject are as far as possible explored conjointly. Equally, these activities must be co-ordinated so as to ensure that no time is avoidably lost and that whatever skills, energy and finance can be made available will be used to the best advantage; and for parallel reasons the fruits of study must be promptly disseminated among all those who are concerned with the problem.

104. As research proceeds into the nature and underlying causes of the drug abuse phenomenon counter-measures are being devised on the basis of the knowledge gained thereby; and these will doubtless be adapted in the light of experience and of additional knowledge gleaned by further research.

105. It seems to the Board that three main aims can be followed in seeking to curtail the demand for drugs of abuse:

(1) to endeavour to check the epidemic spread by distinguishing individuals or groups particularly at risk and by protecting them as far as possible;

(2) to discover, and apply early treatment to, individual cases of addiction which may be redeemable; and

(3) to limit deterioration in severe and relapsing cases.

106. It would be difficult to claim success in stemming the illicit supply of narcotic raw materials. From the account given earlier in this Report on the situation in the chief producing areas it is clear that whatever contraction of supply is achieved in one region may be compensated by increase in another. Nevertheless, efforts are continuing and it can at least be said that the experience gained in the process will be useful in the further prosecution of the general campaign.

107. With regard to the illicit traffic, which links together the other two main elements in the problem, namely demand and supply, solid preventive work is being done in certain regions. Earlier in this report mention has been made of the successes which have been achieved by national preventive services working conjointly with those of other countries. The very magnitude of the consignments which have been seized shows that the illicit traffic is voluminous. It is clear that the traffic is skilfully organized and therefore much more intensive effort needs to be directed to this element. National authorities have increasingly been awakened to this need and their further close co-operation will continue to be required.

108. The Board suggests that it would be sound strategic policy to concentrate preventive measures first and more particularly at points close to the areas of original supply, where it may be possible to dam the main streams of contraband before they enter the numerous channels of distribution which the ingenuity of organized illicit traffic is able to devise.

109. Special mention needs also to be made of the ever-present danger that the counter-measures now in process or hereafter to be introduced may be seriously undermined by corruption. This insidious evil has long manifested itself and it is to be hoped that national authorities will constantly endeavour to safeguard their officials against the temptations which illicit traffickers are able to offer out of the high profits involved.

110. So far as concerns the existing treaties, international co-operation is nearly world wide. Most governments collaborate in applying the provisions of the narcotics conventions even when they are not actually parties to the treaties. This co-operation is noteworthy and is perhaps higher than in many other activities sponsored through the United Nations. This clearly implies general acceptance of the axiom that if the international drug control system is to be made effective, it must be applied on as wide a basis as possible. Even so the Board feels bound to stress again the obvious desirability that all States that have not yet done so should as soon as possible ratify or formally accede to the 1961 Convention which when it entered into force in 1964 represented the culmination of a series of measures aimed at extending and consolidating the international control system. Formal ratification of the 1961 Convention will guarantee the more uniform implementation of drug control.

111. Proposals have recently been put forward with a view to strengthening certain provisions of the 1961 Convention. They are to be considered at a Plenipotentiary Conference to be convened in Geneva in March 1972, in which the Board has been invited to participate.

112. While it welcomes the underlying purpose of these proposals the Board forbears to comment on the suggested amendments because it is for Governments to decide what powers they wish to entrust to a central control organ. Whatever further responsibilities may be assigned the Board will naturally endeavour to discharge them with the same care as has characterized its actions hitherto.

113. These actions have consistently been directed to achievement of practical results. Whenever problems or difficulties arise they are discussed with governments frankly and without reserve so as to ensure that corrective measures are taken; and, as already stated, when the outcome is satisfactory the intervening process of negotiation is not always disclosed in the Board's annual report. Scrutiny of earlier reports, however, will show that maximum use has been made of its current powers, having due regard always to the economic and social situation in the country concerned and to the maintenance with its government of relations conducive to the proper implementation of the treaties. The Board acknowledges that its scope of action, particularly in regard to the illicit and uncontrolled production of the raw materials used in the manufacture of narcotic drugs, is somewhat circumscribed.

114. The drug control system is now to be further extended by the 1971 Convention on Psychotropic Substances which was adopted by the Plenipotentiary Conference held at Vienna in January-February this year, in order to meet the challenge presented by the rapidly spreading misuse of dangerous hallucinogens and stimulants and depressants acting on the central nervous system. Both the Vienna Conference and the Economic and Social Council have recommended that the provisions of the Treaty should be implemented in advance of its entry into force and it is expected that this recommendation will be widely followed. Nevertheless the Board hopes that the necessary ratification or accession by forty States will soon be forthcoming so that this important new Treaty can be brought effectively and authoritatively into operation throughout the world.

115. It should be noted that the 1971 Convention appreciably augments in scope and magnitude the present functions and responsibilities of the Board. As with all pre-existing treaties, however, the support of public opinion is essential in achieving more effective drug control, and it is to this potent moral force that the Board will continue to address itself.

116. In all, the Board is much encouraged by the renewed vigour and resource which are being brought to bear on the persistently growing evil of drug abuse and it trusts that national and international responses to the challenge will from now on be invested with a stronger and continuing sense of urgency.

VII PLAN FOR CONCERTED ACTION

117. The Board has long felt that the phenomenon of drug abuse in its several aspects - production, distribution and demand - and in alternation from one drug to another, is so inter-related that only on the basis of a truly comprehensive approach can progress be made towards effective ultimate containment of this problem. In its annual report for 1966, the Permanent Central Board expressed this philosophy in terms of what it ventured to call a "World Plan for the Economic and Social Modernization of the Areas with a Drug Economy". Since then, the compelling logic of this approach has found general acceptance. In 1968 the General Assembly in its Resolution 2434 (XXIII) formally recognized the need for united action on the part of the world community. Now governments and the international organizations are expressly committed to a united campaign directed towards a threefold objective: to lessen the demand for drugs of abuse, to reduce and eventually eliminate illicit and uncontrolled production of narcotic raw materials and to suppress the illicit traffic.

118. This joint objective is embodied in the establishment of a United Nations Fund for Drug Abuse Control to be financed by contributions from governments, from institutions and from individuals. The Board endorses the strategic approach implicit in this proposal. It also supports the view of those entrusted with the management of the Fund that initial contributions to it must be substantial and that they must be periodically renewed if the work is to be carried through with real hope of ultimate success. The task to be undertaken is considerable and it can hardly be begun until the Fund is given a strong financial base and a continuing income in the years to come. It would be manifestly imprudent to embark on long-term measures without this assurance, for if they had to be abandoned midway the time, energy, money and expertise expended on them up to that point would be virtually wasted.

119. The Narcotics Division of the United Nations Secretariat has prepared a preliminary list of projects to be carried out under the auspices of the Fund. These embrace the three major aspects of the problem: demand, supply and illicit traffic; and the programme is to be regulated by an orderly scale of priorities, which as the work progresses will of necessity be partly determined by the current availability of funds and of technical expertise.

120. The problems confronting efforts to reduce the demand for drugs of abuse are formidable and complex and it would be unduly optimistic to look for early significant success. Encouragement can however be derived from the fact that there is already a wide spread of activities directed to this end. In many countries a number of bodies - governmental, professional and lay - are applying a variety of skills to research, treatment and rehabilitation, and much valuable experience is being garnered. Even so, the sum total of present knowledge is relatively slight and much more needs to be done in this field.

121. Meanwhile the immediate requirement is to assemble and disseminate as widely as possible the knowledge which has already been acquired. The manner of such dissemination is in itself a matter for careful study, - the more so since the circumstances of drug abuse vary so considerably from country to country, and even from area to area. Inept publicity is liable to be fruitless or even counter-productive and the preparation

and distribution of educational material should be thoughtfully planned. Since it is the younger generation who are particularly exposed to the infection of drug abuse, it might be profitable to examine whether and how far it would be helpful to enlist the co-operation of young people in this work.

122. With regard to supply, as stated earlier in this Report, the quantities of narcotic drugs leaking from licit manufacture into illicit channels are insignificant in relation to the total volume of illicit traffic. The main target must therefore be the illicit and uncontrolled cultivation of the basic primary materials: the opium poppy, the cannabis plant and the coca-bush. In this sector the Board would hope that early attention may be given to poppy cultivation in Thailand, Laos, Burma and Viet-Nam; to cannabis and poppy growing in Afghanistan, Nepal and Pakistan; to cannabis in Lebanon and Morocco; and to coca-leaf production in the Andean regions of South America.

123. Elimination of this production will be a long, arduous and at times frustrating process extending over many years. An essential part of the task will be to convince the local population of the need for change and to persuade them that this form of cultivation is harmful to the rest of the community. For to many of them it is part of a traditional way of life from which they will be most reluctant to depart and pressure to change is likely to encounter resistance.

124. Moreover, the introduction of alternative crops and local industries must surely entail provision for the transport and marketing of the commodities so produced, so as to ensure a reasonable standard of profitability for the producers. In this respect, guidance and practical help could be sought from the various United Nations organizations concerned with economic development. It should also be borne in mind that the illicit trafficker, with his wide margin of profit, will be able to offer tempting inducements to farmers to continue illicit cultivation.

125. The list of projects formulated by the Division of Narcotic Drugs of the United Nations Secretariat for consideration by the Special Fund includes schemes for expert training of preventive staffs and for organizing centres of regional co-operation wherever practicable; and positive results can be expected in the long run from these measures as and when they are applied.

VIII ADMINISTRATIVE MATTERS

126. The Board would be failing in its duty if it did not bring to notice that even now its slender staff is heavily overburdened by reason of the growth in the dimensions and intensity of the general problem. This has been the case for several years and it is now more widely recognized that reinforcement is urgently needed if the Board and its staff are to sustain even the existing demand made upon them by governments or by the public. When to this is added the further burden of work resulting from the new 1971 Convention, it is clear that the Board's Secretariat must be substantially enlarged.

IX CONCLUSIONS

127. For many years past the Board has striven to alert governments and public opinion to the menace presented by the growing misuse of narcotic drugs but to its regret found itself confronted by a lack of interest (cf. Report for 1966, para. 23) in the problems of international narcotics control.

128. Now the situation has radically changed. Not a day passes without some manifestation of the acute concern felt at all levels of the community. No doubt exists today that humanity is facing a world crisis: a crisis which is portrayed in the spectacular growth of drug abuse; in revival of the evil in countries where firm action seemed to have succeeded in checking it; in the emergence of new channels of illicit traffic; in the appearance in law-respecting countries of group defiance of the law; in the reappearance of dangerous substances such as cocaine which were thought to have been eliminated.

129. Yet although this trend has by no means been halted there is no reason to feel discouraged. Serious as is the crisis it is not the first of its kind. A grave crisis which arose in the wake of the First World War was overcome by the concerted action of governments and by a series of joint measures which culminated in the setting up of active international control.

130. Moreover the international aspects of the present crisis merely reflect current changes in human relations in the world at large: the spread of information; speedier means of communication and exchange; and above all the swiftly growing interdependence of mankind which man himself does not yet fully realize. These very factors must be exploited in the fight against the scourge of drug abuse: it is by united efforts that countries will be able to overcome the malefactors who are united in their evil activities.

131. These efforts must be made simultaneously on all planes: deployment of information and education which could serve to reduce the pressure of demand; renewed attack on the illicit channels of distribution; concentration of, and effective control over, licit production of raw materials and suppression of such production where it is illicit or uncontrolled. The initiatives taken by governments and conjoint action within the United Nations clearly show that this global strategy is now the order of the day: no more need therefore be said on this requirement which the Board has tirelessly stressed in its reports.

132. It is necessary, however, to re-emphasize the importance of the psychological factor in a long and arduous campaign of this kind. In the fight against drug abuse nothing is of more vital significance than the strength of the convictions by which governments should be animated. Every action or gesture on their part is significant, for it is from the determination of their governments that all those whose duties involve them in this struggle will draw their strength. The personnel of the national administrations responsible for applying provisions of the treaties are an essential instrument in the campaign, but it is from Governments themselves that the stimulus must come.

133. One major function of the Board is, on the strength of information it receives, to prevent any slackening or failure in vigilance on the part of national administrations; and their response to the exercise of this function, which relies in practice on mutual trust and co-operation, has on the whole been positive. It is true the Permanent Central Board constantly had to acknowledge that "not all governments were fully capable of carrying out their formal international obligations" (cf. Report for 1966, para. 19), and this has likewise been the experience of the International Narcotics Control Board. For this reason it has allied itself with the efforts to aid developing countries and has supported their requests. For this reason also, in particularly difficult cases, where countries were passing through economic or political stress, it has interpreted its obligation under the treaties as being rather to recognize and sustain a genuine desire to improve than to censure shortcomings which could not be remedied overnight. It firmly believes this to be its duty and it will continue to act in this spirit.

134. However, a new element is now manifesting itself in the present mounting crisis. The international community will no longer be so tolerant towards States which stint their efforts to meet the requirements of the treaties as it sometimes was in the past when failures did not carry the same grave consequences for other countries as they do today. It can be expected that the international community will hereafter assume a more critical attitude and will require the governments of producing, manufacturing and consuming countries to deploy all the means at their command and to make every effort to fulfil the obligations they have assumed under the treaties.

135. The Board is persuaded that in face of the growing dangers governments will recognize that it is incumbent on them to go beyond what was hitherto thought possible and that the implementation of the treaties which it is required to supervise will thereby be affirmed and fortified.

(signed) Harry GREENFIELD
President

(signed) Joseph DITTERT
Secretary

Geneva, November 1971.

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