

**INTERNATIONAL NARCOTICS CONTROL BOARD**

**Geneva**

**Report of the International Narcotics  
Control Board**

for 1977



**UNITED NATIONS**

## THE INTERNATIONAL NARCOTICS CONTROL BOARD

The International Narcotics Control Board is the successor both of the Permanent Central Board, whose origin dates back to the 1925 Convention, and of the Drug Supervisory Body established under the 1931 Convention. It was created by the 1961 Convention to promote compliance by Governments with the various drug control treaties. Thus it acts on behalf of all the Parties to these treaties, performing its functions within the framework of the United Nations. Members of the Board are elected under the terms of the treaties by the United Nations Economic and Social Council not as representatives of their Governments but in their personal capacity.

Article 9 of the Single Convention on Narcotic Drugs, 1961, as amended by the 1972 Protocol, defines the composition and functions of the Board as follows:

### *Composition and Functions of the Board*

1. *The Board shall consist of thirteen members to be elected by the Council as follows:*

(a) *three members with medical, pharmacological or pharmaceutical experience from a list of at least five persons nominated by the World Health Organization; and*

(b) *ten members from a list of persons nominated by the Members of the United Nations and by Parties which are not Members of the United Nations.*

2. *Members of the Board shall be persons who, by their competence, impartiality and disinterestedness, will command general confidence. During their term of office they shall not hold any position or engage in any activity which would be liable to impair their impartiality in the exercise of their functions. The Council shall, in consultation with the Board, make all arrangements necessary to ensure the full technical independence of the Board in carrying out its functions.*

3. *The Council, with due regard to the principle of equitable geographic representation, shall give consideration to the importance of including on the Board, in equitable proportion, persons possessing a knowledge of the drug situation in the producing, manufacturing, and consuming countries, and connected with such countries.*

4. *The Board, in co-operation with Governments, and subject to the terms of this Convention, shall endeavour to limit the cultivation, production, manufacture and use of drugs to an adequate amount required for medical and scientific purposes, to ensure their availability for such purposes and to prevent illicit cultivation, production and manufacture of, and illicit trafficking in and use of, drugs.*

5. *All measures taken by the Board under this Convention shall be those most consistent with the intent to further the co-operation of Governments with the Board and to provide the mechanism for a continuing dialogue between Governments and the Board which will lend assistance to and facilitate effective national action to attain the aims of this Convention.*

*(continued on page iii of cover)*

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## Summary

### MAJOR PROBLEMS

#### The continuing threat of illicit and uncontrolled cultivation of the opium poppy

Despite some recent improvements, world illicit production of opium remains high and the ready availability of opiates on the illicit market still contributes to an apparent increase in overall demand for morphine and heroin amongst abusers. However, regional and inter-regional co-operation in law enforcement against the illicit traffic has been reinforced, and this co-operative approach might with advantage be further extended to integrated rural development and income substitution programmes so as to reach the real root of the problem of illicit supply of opiates.

#### The non-medical consumption of cannabis

The misuse of cannabis in all its forms is massive. Extensive research work continues to indicate that cannabis cannot be considered as a harmless substance either for the individual or for society. It is for each Government to decide on the most appropriate measures for preventing the non-medical consumption of cannabis. Although most Governments still discourage cannabis use by applying stringent sanctions, some now distinguish between the trafficker - who continues to be liable to heavy penalties - and the user of small quantities who faces a fine rather than imprisonment. Evaluation of this new policy will only be possible when it is known whether it enables greater concentration of law enforcement effort against traffickers, thus reducing availability of cannabis on the illicit market and hence abuse of the drug.

#### Cocaine

Although cocaine does not cause physical dependence, it can cause severe psychological dependence which may lead to overdose, with fatal consequences. Increased amounts of cocaine in the illicit traffic may bring about a lowering of prices and thus lead to greater consumption with all its consequences. Use of this substance, as well as the illicit traffic therein, should therefore be vigorously countered.

#### The abuse of, and traffic in, psychotropic substances

The Board continues to be concerned over two trends: on the one hand, the diversion of some psychotropic substances from licit sources into the illicit market and, on the other, the increase in illicit manufacture of, and traffic in, these substances in many parts of the world. More determined action should therefore be taken in this matter.

## OPERATION OF THE INTERNATIONAL DRUG CONTROL SYSTEM

### Narcotic drugs

The reports supplementing the present document \*/ give an analysis and present the information communicated by Governments to the Board in application of the systems of estimates of legitimate needs and of statistics on the movement of narcotic drugs.

### Psychotropic substances

Over one hundred countries or regions already co-operate with the Board on a voluntary basis since 1971 by communicating statistics on psychotropic substances, and the Board hopes that those of them which are not yet Party to this treaty will soon formally adhere to it.

### Movements between countries of small quantities of drugs seized in illicit traffic

In order to simplify and accelerate the procedure for the control of such movement - either for the purpose of analysis and identification of seized drugs in foreign laboratories or as evidence in judicial proceedings - the Board believes that Parties can exempt such transfers from the provisions of article 31 of the 1961 Single Convention without this being incompatible with the Parties' general or specific obligations under the Convention. The Board believes nevertheless that it is up to each Party to decide whether it will apply simplified and faster procedures for the national control of such transfers of drugs. In any case, the Secretary General should be notified of any decision and the Board informed of all activities concerning such transfers of seized drugs and of their disposal.

## ADMINISTRATIVE QUESTIONS

Drug control requires the attention of Member States and of the control organs of the United Nations to an unprecedented extent. At the national level, high priority is often given to drug control in the allocation of resources. The Board, whose functions are of a permanent nature, wishes to draw attention to the additional effort required of its secretariat and itself owing to the coming into force of the 1971 Convention on Psychotropic Substances and the 1972 Protocol. It hopes that sufficient resources, particularly in staff, will continue to be allocated in order to enable it to discharge its duties.

## ANALYSIS OF THE WORLD SITUATION

While keeping under constant review the drug control situation in all countries, the Board nevertheless gives special attention in this report to more than fifteen countries and one territory where problems associated with drug abuse, illicit traffic, or the uncontrolled or illicit production of narcotic raw materials are most important.

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\*/ Estimated World Requirements of Narcotic Drugs and Estimates of World Production of Opium in 1978 (E/INCB/38); Statistics on Narcotic Drugs for 1976 (E/INCB/39); Comparative Statement of Estimates and Statistics for 1976 (E/INCB/40).

## SUPPLY OF RAW MATERIALS FOR THE LICIT MANUFACTURE OF OPIATES

Data made available in 1977 show that there is an over-production of raw materials, especially of poppy straw, for the licit manufacture of opiates. Producing countries should therefore pay the closest possible attention to this situation when determining their future production plans. The Board is considering the possibility of arranging informal consultations with the Governments concerned to determine the best means of undertaking long-term studies and projections which might assist these Governments to evaluate the situation accurately and to take appropriate measures.

### CONCLUSION

At both the national and international levels, three strategies must be pursued in parallel: the interdiction of the illicit traffic, the eradication of illegal supply, and the containing and reduction of demand. In the absence of such concerted action, the incentive provided by growing demand will consistently undercut the efforts of law enforcement agencies against the traffic and lead to the emergence of new areas of illicit supply even when traditional producing areas are brought under control.

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## INTERNATIONAL DRUG CONTROL AGREEMENTS

International Opium Convention signed at The Hague on 23 January 1912, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946.

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.

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.

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.

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.

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.

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.

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.

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.

Single Convention on Narcotic Drugs, signed at New York on 30 March 1961.

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

Protocol amending the Single Convention on Narcotic Drugs, 1961, signed at Geneva on 25 March 1972.

## ABBREVIATIONS

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

<u>ABBREVIATION</u>	<u>FULL TITLE</u>
Board (or INCB)	International Narcotics Control Board
Commission on Narcotic Drugs (or Commission)	Commission on Narcotic Drugs of the Economic and Social Council
Council (or ECOSOC)	Economic and Social Council of the United Nations
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
Division of Narcotic Drugs (or Division)	Division of Narcotic Drugs of the United Nations Secretariat
Fund (or UNFDC)	United Nations Fund for Drug Abuse Control
General Assembly	General Assembly of the United Nations
IBRD (or World Bank)	International Bank for Reconstruction and Development
Narcotic drug	Any of the substances in Schedules I and II of the 1961 Convention, whether natural or synthetic
1972 Protocol	Protocol amending the Single Convention on Narcotic Drugs, 1961, signed at Geneva on 25 March 1972
Psychotropic substance	Any substance, natural or synthetic, or any natural material in Schedule I, II, III or IV of the 1971 Convention
Secretary-General	Secretary-General of the United Nations
UNDP	United Nations Development Programme
WHO	World Health Organization

## FOREWORD

Annual reports on the work of the International Narcotics Control Board are prepared in conformity with international drug control treaties. Article 15 of the 1961 Convention and article 18 of the 1971 Convention provide that the Board shall prepare an annual report on its work and such additional reports as it considers necessary.

This is the first report submitted by the Board as constituted under article 9 of the 1961 Convention as amended by the 1972 Protocol.

### Membership of the Board

This article provides that the Board shall henceforth consist of 13 members. Although the amended article 10 of the Convention states that members of the Board shall be elected for five years, transitional provisions are set out in article 20 of the 1972 Protocol for members elected at the first election. Article 20, paragraph 3, provides that the terms of office of six members shall expire at the end of three years and the terms of office of the other seven members at the end of five years. At its sixtieth session, the Economic and Social Council elected the members of the Board. In accordance with article 20, paragraph 4, of the 1972 Protocol, lots were drawn after the election to determine when the terms of office of the new members would expire. The result is indicated between brackets after the name of each member:

Dr. Nikolai K. BARKOV (1982)

Chief, Laboratory for the Pharmacology of Narcotic Drugs, Serbsky Institute of Forensic Psychiatry, Moscow; member of the Presidium of the Pharmacology Committee of the Ministry of Public Health of the USSR; member of the World Health Organization Expert Advisory Panel on Drug Dependence; member of the Board since 1971.

Professor Daniel BOVET (1982)

Professor of Psychobiology in the Faculty of Science of the University of Rome; Nobel Prize in Medicine for achievements in Pharmacology (1957); member of the World Health Organization Expert Advisory Panel on Neurosciences; member of the Board since 1977.

Professor Tadeusz L. CHRUSCIEL (1982)

Professor of Pharmacology; Deputy Director of the Institute for Drug Control and Research, Warszawa, Poland; physician specialized in clinical pharmacology; former Senior Medical Officer, Drug Dependence Programme, Division of Mental Health, World Health Organization (1968-1975); member of the Board since 1977.

Professor Ramón de la FUENTE MUÑIZ (1980)

Professor and Head of the Department of Medical Psychology, Psychiatry and Mental Health, Faculty of Medicine of the National University of Mexico; Vice-President of the World Psychiatric Association (1971-1976); former President of the Medical Association of Psychiatry and the National Academy of Medicine of Mexico; former member of the General Health Council of the Mexican Republic; member of the Board since 1974.

Professor Helmut E. EHRHARDT (1980)

Dr.med., Dr.phil., Dr.jur.h.c.,; Director, Institute for Legal and Social Psychiatry, University of Marburg (FRG); Commissioner on Mental Health, Land Hessen; member, Expert Advisory Panel on Mental Health, WHO; member, Federal Health Council, Bonn; Chairman, Committee on Psychiatry and Law, German Psychiatric Association; member, Scientific Advisory Panel, German Federal Medical Association; former President, German Psychiatric Association; former President, Society of General Criminology; Hon. Member, World Psychiatric Association; Distinguished Fellow, American Psychiatric Association; Hon. Member, German Psychiatric Association; Corresponding Fellow, Royal College of Psychiatrists, London; Hon. President, European League for Mental Health; member of the Board since 1977.

Dr. Diego GARCÉS-GIRALDO (1980)

Physician and surgeon, M.R.C.S., L.R.C.P., M.A.(Cantab.); alternate delegate of Colombia to the Preparatory Commission of the United Nations (London, 1945); Minister plenipotentiary of Colombia in Cuba (1948-1949); Ambassador of Colombia to Venezuela (1950-1951); Governor of the Department of the Valle del Cauca, Colombia (1953-1956); Senator of the Republic of Colombia (1958-1962); Permanent Representative of Colombia to the Office of the United Nations and other International Organizations in Geneva (1970-1973); member of the Board since 1977.

Miss Betty C. GOUGH (1982)

Former diplomat and specialist in international organizations; former Counsellor for Narcotics Affairs, United States Mission to the United Nations and other International Organizations at Geneva; former Adviser, United States Mission to International Atomic Energy Agency, Vienna; former Deputy, United States Permanent Delegation to UNESCO; member of United States delegation to the United Nations Conference to consider amendments to the Single Convention on Narcotic Drugs (Geneva, 1972) and to sessions of the Commission on Narcotic Drugs (1971-1976); member of the Board since 1977.

Professor Şükür KAYMAKÇALAN (1982)

Chairman of the Department of Pharmacology, Medical Faculty of Ankara University; member of the World Health Organization Expert Advisory Panel on Drug Dependence; President of the Turkish Pharmacological Society; 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 Balkanic Medical Union; 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 and Vice-President since 1975.

Dr. Mohsen KCHOUK (1980)

Pharmacist biologist; former student at the Pasteur Institute, Paris; former Deputy-Director of the Pasteur Institute, Tunis; lecturer at the National School of Public Health; Vice-President of the Tunisian Society of Pharmaceutical Sciences; fellow (foreign) of the French Society of Legal Medicine and Criminology; member of the Board since 1977.

Professor Paul REUTER (1982)

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, its Vice-President in 1973 and its President since 1974.

Dr. A. Wagdi SADEK (1980)

Former Under-Secretary of State for Curative Medicine, Pharmaceuticals, School Health Services; former Director General, Mental Health Department; former lecturer, Psychiatry and Mental Health to Cairo, Ain-Shams and Alexandria Faculties of Medicine and to the High Institute of Public Health, Alexandria; head of the Egyptian Delegation to the Commission on Narcotic Drugs many times from 1965 to 1972, in particular during the United Nations Conference for the Adoption of a Protocol on Psychotropic Substances (Vienna, 1971). Mental Health Adviser (Ministry of Health); Forensic Psychiatry Adviser (Ministry of Justice); President of Egyptian Psychiatric Association and also the Egyptian Association for Mental Health; Senior Adviser to the project of rehabilitation of drug addicts (Ministry of Social Affairs); Vice-President, World Federation for Mental Health in the Middle East; member of the Board since 1977.

Professor Jehan Shah SALEH (1982)

M.D., F.R.C.O.G., L.L.D.(Hon.). Professor and Chairman (Emeritus), Department of Gynaecology and Obstetrics, Tehran University; former Dean, Faculty of Medicine, Tehran University; former Chancellor, Tehran University; former Minister of Health (in seven Cabinets) (during his terms, passed a bill on prohibiting poppy plantation in Iran); former Minister of Education; Expert Adviser of the World Health Organization on Medical Education and Auxiliary Branches; President of the Association of Iranian Gynaecologists and Obstetricians; Senator (Chairman of the Committees of Public Health and Welfare and of Protection of Environment); member of the Board and Vice-President since 1977.

Dr. Tsutomu SHIMOMURA (1980)

Director, National Institute of Hygienic Sciences; former Counsellor, Pharmaceutical Affairs Bureau, Ministry of Health and Welfare; member of Central Pharmaceutical Affairs Council; representative of Japan in the United Nations Commission on Narcotic Drugs from 1967 to 1973; speciality, Pharmacognosy. Member of the Board since 1974.

### Sessions in 1977

The Board held its twentieth session from 12 to 27 May 1977, and its twenty-first session from 12 October to 4 November 1977. The Secretary-General of the United Nations was represented by Mr. V. Winspeare Guicciardi, Director-General of the United Nations Office at Geneva and Dr. G.M. Ling, Director of the Division of Narcotic Drugs. The United Nations Fund for Drug Abuse Control was represented by Mr. J.G. de Beus, Executive Director. The World Health Organization was represented by Dr. A.E. Arif, Dr. P.H. Hughes and Dr. I. Khan of the Office of Mental Health.

### Representation at international conferences or meetings

The Board was represented at the following international conferences or meetings:

1. United Nations: Economic and Social Council: Sixty-second session (New York, April-May 1977) and sixty-third session (Geneva, July-August 1977). Commission on Narcotic Drugs: Twenty-seventh session (Geneva, February 1977); Consultative Group on illicit drug traffic in East and Central Europe (Geneva, 6-10 December 1976); Working Group on the preparation of a Resource Book on measures to reduce illicit demand (Geneva, May 1977); Fifth session of the Inter-Agency Advisory Committee on Drug Abuse Control (Geneva, September 1977); Working Group of the Sub-Commission on Illicit Traffic and Related Matters in the Near and Middle East (Tehran, September 1977).
2. World Health Organization: Fifty-ninth and sixtieth sessions of the Executive Board (Geneva, January and May 1977); thirtieth World Health Assembly (Geneva, May 1977); Expert Committee on Drug Dependence; Functions of the WHO under the 1971 Convention on Psychotropic Substances (Geneva, September 1977).
3. Intergovernmental and non-governmental organizations: The Board, having been invited, was represented at some meetings and conferences on narcotic drugs organized in 1977 by the Customs Co-operation Council, the Council of Europe, the International Council on Alcohol and Addictions and the International Criminal Police Organization (Interpol).

## Nomenclature of countries and territories

In referring to political entities, the Board is guided by the rules governing the practice of the United Nations. The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the Board concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

## MAJOR PROBLEMS

### The continuing threat of illicit and uncontrolled cultivation of the opium poppy

1. In 1975 1/ and 1976 2/ the Board examined problems arising from illicit and uncontrolled opium poppy cultivation, particularly in areas adjacent to the common frontiers of Burma, the Lao People's Democratic Republic and Thailand (South-East Asia), in Afghanistan and Pakistan (Near and Middle East), and in Mexico.3/ Despite some recent improvements, world illicit production of opium remains high and the ready availability of illegal opiates still contributes to an apparent increase in overall demand for morphine and heroin amongst abusers.
  
2. Eradication of illicit supply can only be hoped for in the long term except in Mexico where more rapid progress might be achieved. A frequent precondition is socio-economic development and full administrative integration of remote regions where minority groups depend heavily on illicit opium as a source of cash income. The Board remains convinced that this integrated development, aimed at enabling farmers to have an entirely legal income, derived from sources other than opium, is the only viable solution. For the reasons set out in previous Reports,4/ the Board reaffirms that, in its view, the suggestions for so-called "pre-emptive" buying of opium or similar devices - which by virtue of a simple administrative or commercial measure, not provided for in the treaties, are supposed to grant to an illicit and uncontrolled production operation the status of licit production - would not only delay a final solution, but would also raise serious legal and other objections.
  
3. The Board has for many years advocated special efforts by Governments concerned to allocate a larger proportion of their national resources, whether domestically or externally generated, to accelerate the economic and social development of illicit opium-producing regions. Similarly, the Board has consistently urged the international community, through established development programmes - such as the United Nations Development Programme, or financial institutions, such as the International Bank for Reconstruction and Development and the Regional Development Banks - to focus upon rural development and income substitution programmes in areas which now produce illicit opium. Within the United Nations system, the Fund for Drug Abuse Control was established for that purpose in 1971 with the Board's strong support. The UNFDAC has shown, with sadly limited resources, that income substitution is feasible and merits expanded application. The means to support this are unfortunately beyond the Fund's present financial capacity. In some cases bilateral assistance programmes have supplemented multilateral effort or, indeed, preceded or substituted for the latter.

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1/ E/INCB/29, paragraphs 16 to 23.

2/ E/INCB/33, paragraph 41.

3/ An analysis of the particular situation existing in each of these countries is given below: see paragraphs 38 to 120.

4/ E/INCB/29, paragraph 22, and E/INCB/33, paragraph 41.

4. Individual successes have been achieved, most recently in Mexico, but overall illicit opium production remains high. There are signs of a decline on the illicit market in the availability of opiates from areas of illicit production in Burma, Thailand, and the Lao People's Democratic Republic; this however, appears to be primarily the result of better enforcement and interdiction rather than a decline in production. In Afghanistan, despite United Nations supported enforcement against traffickers, illicit opium production may actually be increasing. In adjacent areas of Pakistan, a possible reduction of opium supply this year seems to have been the result of weather conditions rather than any other factor. Other countries, such as the Lebanon, are now reported to be emerging as new sources of illicit opium.

5. In South-East Asia the trend as regards illicit trafficking is as follows: world seizures of heroin originating from that area in 1976 (more than 1,600 kg) at least equalled total world seizures from all sources in 1975. Eighteen Western European countries, Canada, the United States of America and the Union of Soviet Socialist Republics have all reported substantial seizures of heroin of South-East Asian provenance. Reported seizures and Governments' estimates of the size of addict populations in Burma, Thailand, the Territory of Hong Kong, Malaysia and Singapore show that the area is a major consumer of its own illegal opium products. Nevertheless, sufficient opiates are produced to support a world-wide traffic with an increased impact. All indicators thus point to undiminished opium production in South-East Asia.

6. A disturbing new development in 1977 is the appearance of "Middle Eastern" heroin, albeit still in small quantities, on the Western European illicit market. It seems likely that this heroin is made from opium produced illicitly in Afghanistan or Pakistan, though not necessarily converted into heroin in those two countries. This development merits close monitoring by all countries and enforcement agencies concerned.

7. Closer regional and inter-regional co-operation in law enforcement appears to be bearing fruit. Mexico and the United States continue to work closely and successfully to end opiate production and trafficking; co-operation has been further developed in Bangkok where, as had already been done by the United Nations and ICPO/Interpol, officials from the United Kingdom, Canada, France, the Federal Republic of Germany, the Netherlands, Sweden and the United States have been posted; moreover, meetings of law enforcement officials from many parts of the world organized in the region both by the United Nations Division of Narcotic Drugs and by the Interpol General Secretariat have fostered better understanding and a greater sharing of intelligence among national agencies with similar problems.

8. This policy is clearly worth consolidation and continued application. Governments might, with advantage, extend this co-operative approach to embrace not only law enforcement but also integrated rural development and income substitution development programmes so as to reach the real root of the illicit opiate supply problem. The Board urges all countries, in particular the Western European countries and those which have not so far been major contributors, to follow the recent example of Norway and Sweden in supporting UNFDAC generously from resources set aside for development assistance so that the Fund will be enabled to expand its impact. Stronger commitment on the part of all concerned and income substitution programmes on a larger scale throughout South-East Asia, Pakistan and Afghanistan are, in the view of the Board, essential preconditions for the

consistent reduction and eventual eradication of illicit opiates. The Board emphasizes, of course, that this enhanced development effort should proceed in parallel with the strengthening of and better co-ordination among law enforcement agencies in order to achieve maximum impact on the problem.

The non-medical<sup>5/</sup> consumption of cannabis

9. Under the 1961 Convention, cannabis and cannabis resin, together with extracts and tinctures, are narcotic drugs. Apart from the exceptions permitted on a transitional basis in a few countries where its use was traditional prior to 1 January 1961, Parties to the Convention are obliged to take such legislative and administrative measures as may be necessary to limit the availability of cannabis exclusively to medical and scientific purposes.

10. The misuse of cannabis in all its forms (marihuana, the more concentrated forms such as "Thai" or "Buddha" sticks, resin, liquid concentrate, etc.) is massive and may still be increasing. This is the case despite the provisions of the 1961 Convention and those of the vast majority of national laws, which frequently provide heavy penalties against both traffickers and users - often treated in the same way.

11. The Board considered this question in its Report for 1968 <sup>6/</sup> and recorded that cannabis was very widely abused and the problem had assumed serious proportions in industrially advanced countries which were previously not affected. The view was still held in authoritative medical quarters that cannabis gave rise to public health problems and that its control must be maintained. Illicit production of cannabis was widespread and its elimination very difficult. Despite this it was incumbent on all Governments concerned to take effective action to eradicate this illicit production.

12. In its Report for 1975, <sup>7/</sup> the Board again considered this question and concluded <sup>8/</sup> that ... "Parties are ... obliged to take the necessary measures to prevent any non-medical consumption. However, according to the provisions of the Convention, non-medical use - although prohibited - need not necessarily be subject to penal sanctions. In other words, apart from authorizing its use licitly, each Government is free to decide, in the light of the particular conditions existing in its country, on the most appropriate measures for preventing the non-medical consumption of cannabis. However, in reaching its decision, the Government must of course also take into account the international implications which may result from it. With regard to the illicit traffic in cannabis, Governments must prevent it and punish the traffickers severely."

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<sup>5/</sup> Cannabis is now rarely used as a therapeutic agent.

<sup>6/</sup> E/INCB/1.

<sup>7/</sup> E/INCB/29, paragraphs 24 to 28.

<sup>8/</sup> Ibid., paragraph 28.

13. International opinion has not changed on the need to endeavour to eradicate illicit production and to act effectively against traffickers. Extensive research work still indicates that cannabis is far from being a harmless substance either for the individual or for society. However, the provisions of the conventions reveal a change of attitudes towards drug addicts. Amendments to the Single Convention on Narcotic Drugs, under the provisions of the 1972 Protocol which came into force in August 1975, emphasized prevention, education and social reintegration. The provisions of Article 38, paragraph 1, are relevant:

"... The Parties shall give special attention to and take all practicable measures for the prevention of abuse of drugs and for the early identification, treatment, education, after-care, rehabilitation and social reintegration of the persons involved and shall co-ordinate their efforts to these ends ...".

14. Although most countries hold a contrary opinion, some have felt that they have not been successful in discouraging cannabis use by stringent legal sanctions and have concluded that these penalties may have been more harmful to the individual than the use of the drug itself. Several countries and some States of the United States of America have therefore sought alternative solutions, and further measures are proposed. One aim is to establish a clear distinction between the traffickers and their financial backers, on the one hand, and the users on the other. Heavy penalties for trafficking in cannabis remain in force. However, persons possessing small quantities of cannabis for their personal use receive a fine rather than imprisonment. Even in these countries research into the effects of cannabis use is continuing and its consumption is discouraged.

15. It will not be possible to evaluate this new policy until its results are known and in particular to determine whether it permits the concentration of law enforcement efforts against traffickers, thus reducing international trafficking and domestic availability of the drug. It will then be possible to ascertain the effect of all these measures on the amount of cannabis use to determine whether, in a given society, the lowering of sanctions below the criminal level has an effect on the amount of use.

### Cocaine

16. Although cocaine does not cause physical dependence, it can cause severe psychological dependence which may lead to overdoses which impair the users' health and may even have fatal consequences. It has been described as being "amongst the most powerfully reinforcing" of all abused drugs.

17. Seizures of cocaine in the world illicit traffic continue to remain at a high level. Available information at the time of writing of this report indicates that some 7.3 tons of cocaine, compared to 6.2 tons of heroin, were seized over the last four years. Given the enormous amounts of coca leaf available in the producing countries for illicit extraction of cocaine, these seizures undoubtedly represent only a very small part of the actual volume in the traffic. The incidence of seizures also shows that the use of cocaine is becoming widespread. Despite these phenomena it is reported that its availability to users appears to be limited and its cost high. This situation calls for closer monitoring and further investigation. More research into the epidemiology of cocaine use would be desirable.

18. Demand is still the greatest in the United States of America and Canada, but it appears that traffic to Europe and throughout South America is increasing.

19. The sources of the plant raw material are mainly Bolivia and Peru, while the final cocaine product is increasingly manufactured in these and other neighbouring countries, notably Colombia.

20. The increase in international traffic in cocaine may bring about a reduction in prices, thus leading to higher consumption and to greater and more damaging use. Vigorous measures should therefore be taken to counter cocaine use and traffic.

The abuse of, and traffic in, psychotropic substances

21. The Board continues to be concerned over two trends in regard to psychotropic substances. The first is the diversion of some substances from licit sources into the illicit market. The year under review has shown clearly that the majority of barbiturates in the illicit traffic continue to be diverted from licit sources. The Board notes that in some countries a policy of voluntary restriction on barbiturate prescription has been attempted, and that some results have been obtained. It believes that this and other avenues of increasing control, particularly against over-prescription of some psychotropic substances, should continue to be actively explored.

22. The second general trend which has emerged increasingly in national reports during the last year is the illegal manufacture of amphetamines, phencyclidine, methaqualone, and sometimes even hallucinogens, in many parts of the world and the resulting increase in illicit traffic.

23. It is true that the available data in some countries indicate that the amount of abuse of psychotropic substances appears relatively stable; in others, by contrast, a marked increase has been noted.

24. This latter trend, in the view of the Board, is a particular source of concern, and the world community should be prepared to take more determined practical measures against a problem of illicit manufacture and abuse that may spread.

OPERATION OF THE INTERNATIONAL DRUG CONTROL SYSTEM

Narcotic Drugs

25. The Board maintains a continuing dialogue with Governments in the discharge of its responsibilities under the international narcotic drug control treaties. It is thus called upon to monitor the licit movement of narcotic drugs to ensure that Governments are taking the treaty measures prescribed to limit cultivation, production, manufacture and use to quantities required for medical and scientific purposes, and to prevent diversion to illicit traffic. Contacts with Governments are usually by exchange of correspondence and discussions with governmental representatives in Geneva. They also occur when missions visit a country and consult with the competent national authorities, when national drug control officials visit Geneva, and at regional seminars organized with financial assistance from the Fund. Seminars were held in 1974, in 1975 and 1976.

26. The Board hoped to organize a seminar in 1977 for the francophone countries of Africa, but this has not been possible because the financial situation of the Fund could not support the cost, at least in the current year.

27. The Board publishes three reports annually which supplement this document. These contain information provided by Governments in accordance with the international treaties. This information is analysed by the Board in the exercise of its treaty responsibilities for supervising the licit movement of narcotic drugs. The three reports therefore provide estimated world requirements of narcotic drugs and estimates of world production of opium, 9/ statistics on narcotic drugs, accompanied by an analysis of the major trends in the licit movement of narcotic drugs, 10/ and a comparative statement of estimates and statistics on narcotic drugs, 11/ which permits verification of whether Governments have adequately applied the treaty provisions.

28. One hundred and nine States so far adhere to the 1961 Convention. The majority of those who have not yet, for various reasons, done so, in practice co-operate fully with the Board which hopes such States will ratify the Convention at an early date. Those very few States which do not yet feel that they can participate in the international drug control system, would assist the world community by developing the same de facto co-operation. The Board hopes that this co-operation will soon result from the friendly relations which already exist with the People's Republic of China and those which it is endeavouring to establish with the Socialist Republic of Viet Nam and with the Democratic People's Republic of Korea.

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9/ E/INCB/38.

10/ E/INCB/39.

11/ E/INCB/40.

## Psychotropic substances

29. The Board has, since 1971, addressed questionnaires to Governments to enable it to collect statistics on psychotropic substances. More than 100 countries or regions have responded and have sent statistics for each of the years from 1972 to 1975. In addition, the quality of statistics supplied has improved annually, and particularly during the year under review. The Board is gratified with this response to a Convention that entered into force only in 1976, and it hopes that, henceforth, the scope and quality of the information supplied will be further increased. The Board cannot emphasize sufficiently the great importance it attaches to the ratification of the 1971 Convention by all States. It feels that the full effects of the application of its provisions will be even more evident when it is universally applied. The Board therefore hopes that the voluntary co-operation of States not yet Parties will facilitate their accession to this Convention in the near future.

30. The Board notes with satisfaction that the Commission recently decided that the salts of psychotropic substances should be placed under the same international control as the substances themselves. This decision, which is expected to become fully effective with respect to each Party in March 1978, will fill a gap in the Treaty and will help the Board to have at its disposal even more comprehensive data, although the information already supplied voluntarily to the Board generally includes the salts.

31. Meanwhile, the Board recognizes that even in spite of other gaps in the information supplied, the statistics made available by Governments may help it to carry out its responsibilities and it has decided that such statistics shall be published at a later date as a separate document.

32. As in the case of earlier treaties on narcotic drugs, national administrations have adopted a policy of progressive implementation of the provisions of the 1971 Convention. Such a policy is perfectly normal on condition, of course, that it does not aim at evading the scope of the provisions of the Convention but rather to make its implementation more effective. Thus, in order to avoid delay, the special administration responsible for the application of the 1971 Convention in every country is usually the same - and this is desirable - as that which is normally in charge of the control of narcotic drugs; the Board therefore fully supports the relevant resolution 12/ which the Commission on Narcotic Drugs adopted at its last session. Even before the coming into force of the Convention, States had begun to place under national control substances whose consumption might be dangerous. With regard to such initiatives, the Board would be very interested to know whether countries have classified these substances under psychotropic substances, whether they have submitted them to the regime applying to narcotic drugs, or even whether they have subjected them to any limitative or prohibitive provisions. In their reports to the Secretary-General, countries have begun to communicate this kind of information and it is desirable that it should become more substantial and that it should draw the attention of all those concerned.

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12/ Resolution 5 (XXVII), document E/5933.

33. A particular problem is presented by the practical application of paragraphs 2 and 3 of Article 3 of the 1971 Convention relating to the exemption of preparations. This question will be examined shortly by a special committee of WHO which will probably work out indications allowing both for a relatively uniform system of control and the therapeutic interests of patients.

Movements between countries of small quantities of drugs seized in illicit traffic

34. Some Governments and ICPO/Interpol have enquired from the Board whether it would not be possible to simplify and accelerate the procedures relating to the control of the movement between countries of small quantities of drugs seized in the illicit traffic, for the purpose of identification in foreign laboratories or as evidence in judicial proceedings. After a thorough examination of this complex question, the Board came to the conclusion that the movement of these small quantities of drugs for the purposes mentioned above might be exempted from the provisions of Article 31 of the 1961 Convention - which provides that commercial transactions are subject to the delivery of export authorizations and import certificates - without this being incompatible with the general and specific obligations laid down in the Convention. Indeed, such movements appear to be specifically aimed at carrying out the provisions of Articles 35 and 36 of that Convention by ensuring that international co-operation between national administrations concerned with the campaign against the illicit traffic in narcotic drugs should be conducted in an expeditious manner.

35. The Board believes nevertheless that it is up to each Party to the Convention of 1961, rather than to the Board, to decide whether it will apply simplified and accelerated procedures for the national control of such movements of drugs. Whatever the solution adopted and notified to the Secretary-General, the Board should be kept informed for each country, in accordance with existing treaties, of all activities concerning such movements of seized drugs and of their disposal.

#### ADMINISTRATIVE QUESTIONS

36. Drug control requires the attention of Member States and of the control organs of the United Nations to an unprecedented extent. All States continue to consider as an issue of the utmost importance the reduction of illicit production, traffic in, and abuse of, narcotic drugs and psychotropic substances. Parents, educators, public officials, government policy makers, indeed public opinion as a whole, are unanimously agreed that more should be done to contain this major problem. At the national level, a high priority is often given to drug control in the allocation of resources. In the United Nations itself, the Board had noted with satisfaction General Assembly resolution 3445 (XXX) adopted in 1975 with 118 votes in favour and none against, with 11 abstentions. This asked that adequate priority be given to narcotics control and that necessary resources be allocated to it.

37. For its part, the Board whose functions are of a permanent nature, wishes to draw attention to the additional responsibilities assigned to it and its secretariat by the various changes in the form and scope of the international control of narcotic drugs and psychotropic substances in the course of the last few years, owing to the coming into force of two new treaties, namely the 1972 Protocol and the 1971 Convention. This question has already been mentioned in the Board in its report for 1972 13/ and 1976 14/. It will therefore merely express here the hope that sufficient resources, particularly in staff, will continue to be allocated in order to enable it to discharge its duties.

#### ANALYSIS OF THE WORLD SITUATION

38. The Board, in order to carry out its treaty functions, must have relevant and timely information on the world drug situation, covering both the licit trade and the illicit traffic. The treaties stipulate that Governments shall regularly provide the Board with such information. Almost all Governments, Parties and non-Parties alike, are doing this. The Board urges those Governments which have not done so, or have not been consistent in submitting the required information, to make efforts to remedy this shortcoming. The Board also has the benefit of information made available by competent United Nations organs and the specialized agencies. It is thus able to keep under constant review the global drug control situation. It also directs special attention to the position in those countries where drug-related problems, whether of abuse, uncontrolled or illicit production of narcotic raw materials, or illicit traffic, are most serious.

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13/ E/INCB/17, paragraph 126.

14/ E/INCB/29, paragraph 14.

## NEAR AND MIDDLE EAST

### Afghanistan

39. The major drug problem in Afghanistan is still the illicit cultivation of opium poppy and cannabis and associated large-scale illicit trafficking. Drug abuse continues to raise serious problems in one province of the country.

40. The Government has declared a policy of combatting drug traffic and eventually eradicating illicit production. In 1974 and 1975, energetic action was taken, with international assistance, against the illicit traffic, and illicit cultivation was apparently reduced. The Fund and the Government were seeking further international support for rural development and improvement of medical facilities, which would further contribute to drug control. Draft comprehensive drug legislation was under consideration and its enactment seemed imminent.

41. However, it seems that illicit cultivation of the opium poppy is on the increase in certain parts of the country, in spite of the measures against the illicit traffic, with the support of the United Nations Fund for Drug Abuse Control and the Division of Narcotic Drugs.

42. The Board noted, however, that the Government recently appointed a senior official to co-ordinate the Government's drug control efforts and has set up a Joint Commission on Afghan Narcotics Matters. The Commission's task is to establish a strategy to eradicate opium poppy cultivation and to identify projects for socio-economic development in connexion with alternative sources of income for poppy farmers. Financial assistance for such projects could be sought from international organizations and other potential sources.

43. The Board expresses the hope that the study of the draft comprehensive narcotics legislation, drawn up with United Nations assistance, will soon be finalized and that its enactment will follow promptly.

44. The dangers of allowing the present situation to continue are obvious. Internally, illicit cultivation of narcotic plants and associated illegal traffic, if allowed to develop a hold on the rural economy, will prejudice the development of food and other legal agricultural products. The danger of spreading drug abuse should not be under-rated. The Afghan Government is conscious of the danger that the ready availability of locally produced opium may give rise to even more serious problems of drug dependence within Afghanistan, in particular the risk of opium conversion into heroin and its utilization within the country, as has already occurred elsewhere.

45. As for the international community, there is a real danger that Afghanistan could become a major source of supply for the international illicit traffic, supplying markets well beyond the Middle East. The Board is aware of the serious social and economic difficulties which are facing Afghanistan and appreciates that the resources at its disposal for drug control are therefore limited. It believes, however, that action in this field should be continued and accelerated. It therefore reaffirms that the international community should support the increased efforts which the Afghan Government is making. For its part, the Board, as required by the Treaties and in accordance with the wish of this Government, will continue the dialogue already initiated with it.

## Iran

46. The Government of Iran continues to be determined to solve its drug abuse problems. A cabinet-level Drug Abuse Co-ordinating Council co-ordinates the work of all Government agencies involved, including that of a new Narcotics Control Administration in the Ministry of Health and Social Welfare.

47. Iran now concentrates on demand reduction through the Opium Maintenance Programme and the Treatment and Rehabilitation Programme. In 1976, the former, perhaps the largest opium maintenance programme in the world, had 169,444 registered opium addicts. For the first time, the number of persons registered declined, possibly reflecting Government determination to prevent opium-dependent persons under 60 years of age from being admitted and a stabilization of the number of chronic opium addicts. 13,060 persons were treated in 1976 under the Treatment and Rehabilitation Programme in both in-patient and out-patient facilities and with a variety of treatment modalities. The capacity and geographical spread of facilities have been extended with the intention of eventually providing some treatment facilities in each of the 26 provincial capitals.

48. Iran is concentrating its efforts on the absolute need to reduce demand and is also willing to share the experience it has acquired with other countries, and particularly those in the same region, in recognition that the problems of drug abuse cannot be solved by any one country in isolation. Reduction of illicit demand in Iran can only be successful if present external sources of illegal supply of narcotics are simultaneously eradicated.

49. Unfortunately, despite great efforts, increased regional co-operation, and the elimination of opium production in Turkey, large-scale smuggling of opium into Iran continues. Some local conversion to morphine and heroin makes the problem even more complex, in view of the relatively large number of heroin addicts who can thus obtain the drug on the local market.

50. If, as a result of sustained efforts on the part of the Iranian authorities, local demand was to decrease - a desirable development - Iran might then run the risk, in view of the resulting surplus in regional supply, to become in spite of the stringency of enforcement measures, a transit country for illicit drugs moving west. The Board therefore urges increased vigilance at the regional level against both illicit culture and traffic which lead to illicit manufacture of morphine and heroin.

## Lebanon

51. Lebanon has long been a prolific source of illicit cannabis, cannabis resin and, more recently, concentrated liquid cannabis. Several reports indicate a recent sharp increase in cannabis production. Greater quantities reaching Egypt have brought the price of the drug down on the illicit market and there have been huge seizures of Lebanese cannabis in Western Europe.

52. The Board is even more concerned over persistent reports of illicit opium poppy cultivation. The attention of all the competent authorities in Lebanon should be directed to these serious problems of illicit narcotic production.

53. The opportunity thus given to Lebanon nationals to participate, not only in the illicit traffic in cannabis, but also in that in opiates, could present an additional threat to the Middle East and Western Europe.

54. There were few drug addicts in Lebanon before the events of 1975-1976. This situation has apparently changed and treatment and rehabilitation facilities are reportedly inadequate.

55. The drug control situation in Lebanon has become worse and has the potential for even further overall deterioration. The Board has learnt that despite the other serious problems faced by the Government, the authorities will not neglect that of the control of narcotic drugs. The Board recommends that competent United Nations organs and specialized agencies, if so requested by the Government, should consider technical and financial assistance to this country, to bolster its efforts to control narcotic drugs and psychotropic substances.

#### Pakistan

56. Drug abuse problems in Pakistan remain complex and progress is slow. Traditional use of opium is not regarded as a serious social problem, but to meet the requirements resulting from this use, the authorities have allowed licensed shops ("vends") to supply opium licitly. Many of these licensed "vends", which are theoretically reserved for the sale of opium from licit poppy cultivation only, take advantage of this situation to sell opium obtained from illicit sources as well. There are indications of a different pattern of drug abuse, especially among young people, with increased availability of more potent narcotics including morphine sulphate and cannabis oil. Counter measures are only at the earliest stage of epidemiological research with assistance from the World Health Organization and the International Labour Organisation, supported by the Fund. The system of opium distribution still requires urgent but carefully planned rationalization. The task is to stop distribution of illicit opium through "licit" channels while avoiding repercussions which may stimulate the creation of new illicit channels.

57. As regards illicit supply and international trafficking, the Pakistan Narcotics Control Board continues to be active internally and at the same time co-operates fully with the enforcement agencies of other countries in the fight against international illicit traffic.

58. Formidable uncontrolled opium supply problems remain to be solved. A pilot project for income substitution has been started, with Fund support, on the eastern edge of these areas. This, however, is only a first step. There is a need for the allocation of much greater developmental resources to less accessible areas further west and concurrent effective law enforcement. At the same time, while rationalizing the system of opium sale through "vends", attention should be directed to closer control of licensed opium production.

59. So far as the international traffic is concerned, morphine sulphate tablets and powder, manufactured illegally from Pakistani opium, have made their appearance since 1976 in some countries of Western Europe, in addition to some morphine sulphate tablets diverted from legal imports. The Pakistani authorities destroyed

six clandestine laboratories engaged in such illicit manufacture during 1976 and up to August 1977. The traffickers' next step could well be to promote local heroin production. The Government should take strong and appropriate measures to forestall this. One important step would be to adopt and enact the new Federal law, already drafted with the advice of the Division of Narcotic Drugs, and to apply it without delay.

60. The Government of Pakistan, by establishing and supporting its own Narcotics Control Board, has demonstrated its willingness to fight drug abuse. Numerous serious problems remain. It is hoped that the Government will give high priority in the allocation of staff and other resources for this task and that Pakistan will benefit from the full moral and material support of the international community in its endeavours.

#### Turkey

61. The Turkish Government continues to enforce effective measures to prevent opium production throughout the country and particularly in those areas where poppy cultivation for the legal production of unincised poppy straw is licensed. The Fund has provided assistance which consists at present of aerial detection and surveillance equipment.

62. There is no evidence of opium production in Turkey.

63. A disturbing feature of the last year, however, has been the emergence of numbers of Turkish nationals transporting heroin originating not in Turkey but in the Middle East and South Asia into Western Europe. These traffickers may be switching from the transport of cannabis, on which they previously concentrated, to that of opiates. This is part of the potential threat posed by parts of the Middle East and South Asia as sources of illicit opiates. It merits close attention by all concerned.

64. The Board trusts that the Government, when deciding on the area to be cultivated for the production of unincised poppy straw, will take into full account the possibility of world over-supply of opiates for medical and scientific purposes which is mentioned elsewhere in this report. 15/

#### EAST AND SOUTH-EAST ASIA

##### Burma

65. The sustained enforcement activities of the Burmese Government are beginning to make inroads against the illicit narcotics traffic. The poppy crop eradication campaign appears to have reduced production and supply of opium this year. At the same time, intensified traffic disruption and the destruction of traffickers' base camps and illegal heroin refineries have reduced the amount of opiates reaching the Thai border, which is still the main outlet for illicit narcotics from Burma. Prices for opiates have dropped in the frontier area as stockpiles accumulate. Faced with this situation, farmers may in future, be gradually persuaded to substitute other commercial crops for the opium poppy.

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15/ See paragraphs 121 to 133 below.

66. Another encouraging development is growing Burmese-Thai co-operation, including several successful co-ordinated operations. This is a vital element. Traffickers will find it more difficult to evade pursuit by the enforcement authorities of either country simply by crossing the border.

67. Within Burma traditional use of opium is still widespread in rural areas but spreading heroin addiction among the youth in urban centres presents an additional serious problem. There are now approximately 20,000 persons registered for treatment in Burma. The number of opiate addicts is undoubtedly many times higher. Present treatment facilities are acknowledged to be inadequate. The authorities are, however, planning to improve and expand out and in-patient services in the major cities, extending them to cover smaller townships and rural areas at a later stage. The Government is making use of the mass media as well as the educational system for drug education and prevention. All sectors of the population are being mobilized in an official national campaign against drug abuse. The Fund, with substantial special contributions from Norway, is assisting in all these fields.

68. A solution to the drug problem in Burma is likely to be a long way off but current developments are very encouraging. The Government is devoting considerable national resources to this effort. It will continue to require the encouragement and material support of the world community.

#### The Lao People's Democratic Republic

69. The situation in the Lao People's Democratic Republic seems, to the Board's knowledge, to have remained unchanged since last year's report. The opium poppy is still cultivated illicitly by hill tribes who consume some opium and illegally sell or barter the remainder. Firm estimates of quantities involved are unobtainable.

70. The Government, in its continuing dialogue with the Board, confirms its determination to gradually end poppy cultivation and to seek means to do this. Meanwhile it is endeavouring to treat and rehabilitate drug addicts.

71. On the recommendation of the Board, assistance from UNFDAC is being negotiated for illicit crop replacement. These negotiations appear to be moving in a favourable direction.

72. The determination of accurate data appears to be a first priority and in this sense, the Board hopes that the Government will soon resume forwarding timely reports on the licit movement of drugs.

#### Malaysia

73. The situation in Malaysia continues to cause concern. There are indications of the spread of abuse of many substances, particularly among young people. There is an apparent increase in the number of drug abusers, with secondary school children experimenting with cannabis and other narcotic drugs as well as with psychotropic substances. Multiple drug abuse appears to follow from this early experimentation.

74. Internationally, the fact that Malaysia is still being used to an increasing extent as a transit country for international drug traffic poses serious problems. At the same time, the border area between Malaysia and Thailand seems to offer growing attraction to traffickers as a site for conversion of opium to morphine and heroin.

75. The Government has made commendable efforts to overcome these problems, both domestically and internationally. A cabinet-level Committee on Drug Abuse Prevention has been set up under the Deputy Prime Minister. After preliminary in-depth studies a nation-wide campaign of prevention, with strengthening of treatment and rehabilitation services is gaining support from many sectors of the public. Malaysia also continues to increase its co-operation with other countries in enforcement against drug trafficking and takes a full part in all meetings designed to increase the effectiveness of enforcement at both regional and international levels.

76. The Board is convinced that Malaysia will use every possible means to counter the tendency that traffickers may have to regard the country as a potential centre of illicit distribution and illegal production of drugs.

#### Thailand

77. Reinvigorated enforcement and other activities related to drug abuse in Thailand followed the Government's declaration that a co-ordinated campaign against drugs would be given very high national priority. This development was brought about by a deteriorating situation, with more addicts and an estimated 37 per cent of all criminal activity attributable to illicit narcotics.

78. A new cabinet-level Narcotics Control Board, under the chairmanship of the Prime Minister, and a new Narcotics Suppression and Prevention Committee have been established. Closer relations between Thailand and Burma and increased international co-operation through several narcotic officers from other countries now stationed in Bangkok are further major positive developments.

79. The impact of these measures on the illicit traffic may take time to emerge. Major trafficking groups have, indeed, adopted a low profile and are more cautious. Nevertheless, illicit narcotics, particularly heroin, continue to flow out to other countries in Asia, to Europe and to North America. This includes more No.4 heroin, the most highly-refined, and thus most potent, variety. Large amounts of illicit opiates from past harvests are allegedly stockpiled on the northern border areas. Any diminution of effort could release these onto the illicit market.

80. Crop and income substitution work continues to show promise. Viable substitution crops have now been identified and promising marketing outlets are being examined and developed. Expansion onto a full commercial scale should follow, given continuation of necessary assistance. In addition to an extension of the existing United Nations/Thai programme, at present being negotiated with the Fund, a new World Bank project in north-east Thailand, primarily aimed at economic development, also involves crop-substitution. The Board noted these activities with satisfaction and feels that their continuation will be essential for successful drug abuse control in Thailand.

81. Epidemiological information on drug abuse in Thailand is still incomplete but there is no doubt that the problem is serious. Large scale opium and heroin addiction persists. Abuse of a wide range of other drugs including psychotropic substances, has been noted. Treatment and rehabilitation facilities, despite efforts by the Government and the international community are still regarded as inadequate. An overall co-ordinated plan for the development of such facilities on a country-wide basis is necessary and the Government is therefore formulating a 5-year national plan to cope with this aspect.

82. As in other countries facing similar problems, the best results appear likely from a fully co-ordinated approach covering all sectors: income-substitution to counter illicit supply; enforcement against traffic, and carefully planned programmes of prevention, treatment and rehabilitation.

#### Territory of Hong Kong

83. In the territory of Hong Kong, though there are still many problems to overcome, the situation has stabilized. Restricted supplies of opiates, high prices, low stocks, disarray among major trafficking syndicates and disruption of the market for opiate consumers have all resulted from improved enforcement. Individual couriers continue to bring in No. 3 heroin but trawler-borne opium imports have not revived and local heroin manufacture is deterred by shortages of morphine and acetic anhydride. In 1976, 11 illicit heroin "refineries" were detected. In their efforts to evade such detection, heroin traffickers put up makeshift laboratories which manufacture small amounts of heroin and which are constantly moved from place to place, equipment being carried in suitcases ("suitcase refineries"). Nevertheless, one such refinery was detected in the first half of 1977.

84. This local situation has reduced the importance of Hong Kong as an international drug transit centre and exporter of illicit narcotics. Many major traffickers have left or been imprisoned although couriers are still recruited in Hong Kong. The Hong Kong enforcement authorities continue to co-operate closely with most countries in the world against international illicit drug trafficking.

85. Internally, long-standing drug abuse remains a serious problem although the authorities continue to employ an impressive range of preventive, treatment and rehabilitative measures which have, again, stabilized the situation. The example of Hong Kong continues to be of importance for the international community. Although it illustrates the extreme difficulty of eradicating drug abuse once this scourge has become established, it nevertheless enables other societies facing similar problems to study the measures employed and to benefit from this experience.

#### Nepal

86. The Government has, since last year's Report, set up a Narcotics Control Administration to implement the new Narcotics Control Act. The Board hopes that, as a result of these measures, Nepal will soon accede to the 1961 Convention, having already voluntarily assumed some of the obligations it imposes.

87. The Government has already successfully stopped cannabis cultivation in the plains and the new crops being grown seem to be giving satisfaction. More complex problems arise in the mountainous western part of the country where it is still

necessary to stop the collection of large quantities of resin from wild growth of cannabis. This, as the Board acknowledged last year, is a complex task. It requires determination on the part of the Government and external financial input.

88. On the recommendation of the Board, UNFDAC assistance is being negotiated for a study of means to generate income substitution in affected areas. Negotiations are proceeding slowly. Greater speed is therefore necessary and other competent financial organs may consider, with the consent of the Government, the possibility of concentrating assistance for integrated rural development in that part of Nepal.

89. The Board is also concerned by reports of uncontrolled opium poppy growth in some remote parts of the country; the Government will no doubt investigate this matter further and, should it exist, eradicate this cultivation as a matter of urgency.

## EUROPE

### Eastern Europe

90. Drug-dependent persons are rare in Eastern Europe. Most existing addicts have received narcotic or psychotropic substances for chronic illness or, in isolated instances, are medical or para-medical personnel. Czechoslovakia and Poland report limited amphetamine and barbiturate abuse among some young people, using drugs diverted from the licit trade.

91. Transit traffic in cannabis and cannabis resin from the Near and Middle East to Western Europe affects mainly Bulgaria, Romania and Yugoslavia. Sizeable seizures are made by vigilant authorities. A Consultative Group on illicit drug traffic in East and Central Europe met under the auspices of the Division of Narcotic Drugs in Geneva in December 1976 and experts from Austria, Bulgaria, France, the Federal Republic of Germany, Greece, Poland, Romania, Turkey and Yugoslavia discussed the further improvement of international communication and co-operation in law enforcement.

92. A new trend in 1976 was transit by heroin couriers from South-East Asia to Western Europe through Moscow's international airports. They apparently hoped that this unexpected route would allay suspicion. The USSR authorities' vigilance and promptness have apparently stopped the use of this route.

### Western Europe

93. Despite greater national and regional efforts, there is a continued expansion in illicit traffic, concurrent drug abuse and drug-related deaths in many countries of Western Europe. Increased allocation of resources by many Governments has resulted in larger and more frequent seizures, and drug trafficking into and within the region has kept most enforcement agencies extremely active throughout the past year.

94. The determination of traffickers to penetrate Western Europe is illustrated by the pattern of heroin and cannabis seizures. No less than 18 countries in this region made significant heroin seizures in 1976, and 15 of them have so far done so

in 1977. Massive interceptions of cannabis have been reported by several countries ranging from Greece to Portugal. Moreover, in addition to the activities of major traffickers, there are now increasing numbers of minor traffickers who take advantage of the facility of communication and trade between a group of countries which are developing closer economic and other forms of co-operation.

95. The enforcement agencies of Western Europe have strengthened their links, as a group and individually, with their counterparts in South-East Asia, particularly Thailand, and in the Middle East and South Asia, especially Pakistan. The Board notes with satisfaction that the Governments of the Western European countries have begun to take steps to reduce the supply of illicit narcotic drugs at source through their financial support of the Fund and of other competent bodies and through the use of development assistance funds.

96. Drugs for abuse come both from outside and from within Western Europe. Virtually every narcotic drug and psychotropic substance liable to abuse are available on local illicit markets. Cannabis of African origin is always obtainable and cannabis resin flows in from traditional areas of supply in undiminished quantities. The Middle East and South Asia, sources of illicit cannabis for many years, now figure increasingly as suppliers of opiates to supplement the steady traffic in heroin from South-East Asia. Cocaine, smuggled from South America, apparently in increasing amounts, still constitutes a sustained traffic. In addition, sufficient LSD for over 10 million doses was seized in a major operation in the United Kingdom during 1977, and the Netherlands authorities discovered five clandestine laboratories for the manufacture of illicit amphetamines in the first eight months of the year. Over 600 drug-related deaths were reported from eight Western European countries for 1976, more than half of these occurring in the Federal Republic of Germany.

97. The countries of Western Europe have established a sound basis for co-operation to deal with this trafficking onslaught, but this does not diminish the potential threat. The dispersal of some groups of traffickers of Chinese origin from the Netherlands during the past year may have caused temporary disruption, but some of those expelled may regroup elsewhere. There are already indications that couriers of European origin are increasingly employed to reduce the risk of arousing suspicion. There are also signs that traffickers are trying to bring in greater quantities of illicit opiates and cannabis by sea and in consignments of commercial goods and they clearly regard Western Europe as a market with great potential. Having itself become an important consumer market for the illicit traffickers, Western Europe may again emerge as a major transit area for narcotics destined for North America.

98. Finally, although Western Europe as a whole maintains above-average law enforcement statistics and generally makes them available for the benefit of the world community, much remains to be done in discovering the real nature, extent and location of illicit demand. The Board suggests that this might be a subject of intensive study.

## NORTH AMERICA

### Mexico

99. This year the Mexican Government's strong commitment to eradicating illicit narcotic plant cultivation has apparently obtained even more successful results than last year. Thousands of hectares of poppy and cannabis, a significant part of illicit cultivation, were destroyed. One reason for this success is aerial spraying with herbicides - a method of illicit crop eradication that clearly has great potential. This, coupled with enforcement measures against the illicit traffic, has resulted in reduced purity and availability of Mexican heroin in many cities in the United States of America - the main outlet.

100. The close contact at the highest policy-making levels of government between Mexico and the United States of America is a good example of bilateral co-operation.

101. Within Mexico the potential threat from illicit drug demand is attracting increasing attention from the authorities. Various substances having dependence liability are unfortunately available in Mexico, there being not only production of illicit narcotics but also transit through the country. Non-medical use of tranquillizers, stimulants and cannabis is apparently increasing and heroin is used in some northern border towns.

102. As a result, an extensive plan has been formulated to set up programmes for prevention and treatment of drug abuse in hospitals and health centres throughout the country. In addition, the Mexican Centre for Drug Dependency Studies is carrying out epidemiological, bio-medical and social research, as well as programmes in the area of prevention, education, treatment and rehabilitation.

### United States of America

103. Drug abuse continues to be a serious problem in the United States, ranking fourth as a cause of death among young men aged 18-24. Heroin causes most concern, although the drug's purity has fallen and its price risen during the past year which suggests that heroin is less readily available. However cocaine traffic continues to grow, the drug being smuggled into the country by virtually every form of transport, mainly from Colombia. Cocaine, however, is assessed as presenting only a moderate public health hazard in the short term, largely because its high price restricts widespread availability. Cannabis traffic is also climbing and its use apparently occurs in almost every segment of society. There is also a substantial traffic in certain psychotropic substances: barbiturates generally come from diversion of licit stocks while most amphetamines and some hallucinogens are manufactured in clandestine laboratories.

104. Sustained measures against all aspects of drug abuse have long been pursued and intensified efforts were announced in 1977.

105. The major thrust of a message by the President of the United States to the Congress was his commitment to reduce drug abuse and trafficking through international co-operation as well as through development of a comprehensive national policy. High priority is allocated to drug control. Bilateral agreements

have been entered into with other Governments and continuing support has been promised for competent international organizations. The President pledged to work for prompt ratification of the 1971 Convention. The Board appreciates the continued and growing involvement of the United States in assisting the international search for solutions to the whole range of problems associated with drug abuse and particularly welcomes the possibility of early ratification of the 1971 Convention.

106. Among other measures, the President announced that the Federal Government would continue to discourage the use of cannabis without treating the individual user as a "criminal". Long-term efforts to discourage cannabis use with stringent laws have so far not been successful. It is therefore proposed that the Federal law should be amended to substitute a fine for possible imprisonment for the possession of up to one ounce (28.41 grammes). Penalties for trafficking would remain in force and increased effort is proposed to attack the financial resources of those who provide the capital needed to support drug smuggling, to reduce their ability to travel abroad, and to speed up prosecution of major drug traffickers. Increased emphasis is also proposed for programmes of prevention, treatment and rehabilitation.

107. During the course of this year, the United States Government decided that papaver bracteatum should not be cultivated for commercial purposes because of international concern that such cultivation might contribute to a possible over-production of narcotic raw materials world-wide. The international community will remember that when the supply situation was reversed because of possible shortages of raw materials, the United States Government released a part of its special opium stocks, taking great care, in co-operation with the major opium producer, that this would not disturb the market equilibrium. These, in the opinion of the Board, are two significant examples of the United States' consistent solidarity with the rest of the international community.

## SOUTH AMERICA

### Bolivia

108. The major problem in Bolivia is that of the absence of effective control over the cultivation of the coca bush. The Government's immediate objective is to reduce this cultivation to meet only traditional indigenous use of coca leaf for chewing, for tea and for legal export while developing alternative crops. In recent years, however, coca bush cultivation has increased although there is no evidence that the habit of coca leaf chewing has spread; indeed, many observers believe this use is declining as, instead of being a generally accepted stimulant, it has now become a social stigma. As increased Bolivian coca leaf production is not the result of more national demand, it must be assumed to be intended to meet rising international illicit demand for cocaine. This is suggested by the sharply-rising trend in the illicit cocaine traffic in the Americas and Western Europe. Bolivia, together with Peru, are the two main suppliers of this raw material.

109. Recently the Government has shown willingness to co-operate with the international community in the fight against drug abuse. It has started a programme of coca leaf production control and rationalization and is taking measures to prevent the spread of drug abuse among the country's population. New, improved and comprehensive drug legislation has been enacted and in September 1976, Bolivia

became a Party to the amended Single Convention on Narcotic Drugs, 1961. The Fund is providing assistance for the coca rationalization programme and other related activities while bilateral assistance is given by the Government of the United States of America.

110. The above progress is encouraging but effective coca leaf production control is a task of great magnitude since the coca bush is still the major traditional cash crop for thousands of farmers. Incentives for expanding cultivation are the large residual internal demand for coca leaves and the international illicit demand for cocaine. Any coca control programme will have to be aimed at the general social and economic development of the concerned Bolivian farming and trading community if it is to gain their support. International traffickers, meanwhile, will attempt to undermine any initiatives that may be taken. The task of coca leaf control has barely begun and, in order to pursue it to a successful conclusion, the Government will need continued strong support from the international community.

### Colombia

111. The Board notes with appreciation the declarations which have been made, the international contacts which have been established, and the activities so far undertaken by the Government of Colombia to counter growing problems of illicit supply and illegal traffic in cannabis and cocaine. Seizures of cannabis have more than doubled in 1976 (112 tons) as compared to those in 1975 (47 tons), while cocaine seizures have shown a decrease (448 kg in 1976 as against record seizures of 694 kg in 1975). This in no way means that illicit traffic of cocaine has diminished but rather that traffickers are being more careful. Moreover, between 1972 and 1976, not less than 33 clandestine laboratories manufacturing cocaine illicitly have been destroyed by the Colombian authorities. These few figures are a good illustration of the importance of the illicit traffic, but also of action taken by the authorities in Colombia. The Government faces difficulty because of the proximity of Colombia to major sources of illicit supply in coca leaves in South America. Colombia's long coastlines and traditional trade links with North America also mean that the country acts as a funnel through which traffic flows, particularly to the major market of the United States of America and, to a lesser degree, to Western Europe. These inherent difficulties are compounded by the increased presence of dangerous and well-organized trafficking organizations.

112. Internally, the Government has acknowledged the effect that the situation may have on the economy of Colombia. In addition, with huge amounts of drugs illicitly manufactured in Colombia or passing through the country, the dangers of a domestic drug abuse problem should be borne in mind.

113. The establishment of a National Narcotics Co-ordination Committee to oversee all aspects of drug abuse policy, recent decrees enabling stricter penalties for trafficking to be enforced, and moves towards closer international co-operation, are all positive signs. Nevertheless, serious problems remain to be overcome and the task will be arduous.

### Peru

114. The situation in Peru, the other major source of coca leaf, is very similar to that in Bolivia. The use of the coca leaf is deeply ingrained in the national culture. Thousands of farmers cultivate the crop and rely heavily on the income

therefrom. The absence of effective controls over coca bush cultivation has led to a situation in which enormous tonnages of coca leaf are used to produce illicit cocaine for the international traffic.

115. The Government has recently increased efforts to interdict the illicit traffic and has continued studies of coca leaf production intended to lead to better control and the encouragement of alternative crops. Progress is, understandably, very slow. Success depends on broad-based economic and social progress to which the Government is now directing some bilateral and multilateral assistance, including that from the Fund.

116. The Board recommends continued concentration of national resources, with any appropriate assistance from the world community, to rationalize and control coca cultivation so as to eliminate illicit supply and stop trafficking at source. A valuable first step might be to establish the facts on the extent of areas under coca bush cultivation and to consider these, in co-operation with appropriate international organizations, as provided under the 1961 Convention. In this same sense, the Board is concerned that Peru, a Party to this Convention, does not entirely fulfil the obligations incumbent upon Parties. Annual statistics of production, manufacture, consumption, stocks and seizures of narcotic drugs are not supplied.

#### AFRICA

117. The main trends outlined in last year's Report persist: Africa is still relatively free of major drug abuse problems; cannabis is the drug most frequently found in the illicit traffic and its abuse appears to be prevalent across the continent. Morocco and, to a lesser extent, Lesotho and Swaziland, are main sources of supply, although illicit cultivation or wild growth is widespread. Abuse of amphetamines, barbiturates and other psychotropic substances, especially methaqualone, is apparently increasing, although it does not yet, fortunately, constitute a major social problem.

118. The Board is convinced that all Governments of African countries will remain vigilant so as to prevent the further spread of drug abuse and that they will make concurrent efforts against the illicit traffic and to eradicate illegal supply where it exists.

119. With regard to the control of the licit movement of narcotic drugs and psychotropic substances, some African countries still experience difficulties with administrative problems which are sometimes reflected in the difference in quality of reporting to the Board in accordance with the provisions of the treaties. The Board is of course ready to furnish any technical assistance to States who might wish to avail themselves of such assistance. This takes usually the form of an exchange of correspondence and, so far as it is within its means, the Board sometimes sends an official of its secretariat to several countries (as was the case

in 1976 for Rwanda, Lesotho and Swaziland). Moreover, although the Board does not have the necessary resources for financing the travel expenses of national officials, it always welcomes their presence in Geneva - in particular on the occasion of courses sponsored by the Central Training Unit of the Division of Narcotic Drugs - to resolve with them questions which might be pending. With the financial help of UNFDAC, the Board hopes to organize in 1978 a regional seminar for French-speaking African officials in charge of the control of the licit movement of narcotic drugs.

120. Finally, the Board recommends that a technical and/or financial assistance - both multilateral and bilateral - be granted to those African countries who encounter difficulties in fulfilling their obligations under the treaties, in order to help them in their efforts.

## SUPPLY OF RAW MATERIALS FOR THE LICIT MANUFACTURE OF OPIATES

121. At the time of writing this report, in autumn 1977, the Board was in possession of virtually complete statistics for 1976, some partial data for 1977, and estimates relating to 1978 and the preceding years. In addition to this data concerning subjects and of a scope limited to the requirements of control, some Governments were kind enough voluntarily to provide additional information on their countries which is more directly relevant to the question of supply of and demand for opiates for licit requirements. Taken together, this information makes it possible to forecast, on the basis of the situation in 1976, the probable changes in 1977 and 1978.

122. In 1976, manufacturers of alkaloids were able to obtain raw materials in sufficient quantities. In India, thanks to the double influence of expansion of the area under cultivation and improvements in yields, opium production reached, for the first time, the very high level of 1,177 tons, an increase of 14 per cent over the previous year's figure. Consequently, exports, at 1,085 tons, were far higher than the previous maximum of 912 tons attained in 1974.

123. Under the 1961 Convention, there is no obligation on Parties to furnish statistics of poppy straw production. But it can be asserted, on the basis of the figures for international trade and use furnished in accordance with the treaties, that, by and large, this raw material was also available in sufficient quantities. Total imports of straw from India and Turkey reached the unprecedented figure of 21,590 tons. Although there was an appreciable drop in the quantities of straw used for the extraction of alkaloids in countries which grow poppies principally for their seeds or oil, the total amount of straw processed in 1976 (30,736 tons) was approximately equivalent to that processed in 1975. Hence, the difference between the two years lies in the quality of the straw used, which contains an increasing proportion of the high-morphine-content varieties produced in Australia, Turkey and France. While the quantities of straw processed were roughly equal, the equivalent of 68.6 tons of morphine was manufactured in 1976, or 26 per cent more than the 54.6 tons produced in 1975.

124. It might therefore have been expected that in 1976 codeine consumption would once again have reached its long-term level of around 173 tons (see graph on page iii of the annex to the report of the Board for 1975, E/INCB/29); however, that was not the case, for, despite the increase in manufacture, consumption remained at the level of 152 tons reached in 1975. One possible reason for this stagnation is the inevitable time-lag between production and distribution, but, in the absence of any thorough study of the factors governing consumption, it is hard to reach a firm conclusion. The only point which can be noted at present is that, in addition to countries where codeine consumption is rising rapidly, there are others where it is tending to decline, for reasons which are not necessarily linked to difficulties of supply. In the past, the consequence of these two movements has been a slight increase in overall consumption.

125. At the end of 1976, stocks of opium, concentrate of poppy straw, morphine and codeine represented the equivalent of approximately 180 tons of morphine, or an increase of 30 tons (20 per cent) over the figure for the preceding year. Governments are under no obligation to furnish to the Board statistical returns concerning stocks of poppy straw; however, in the rare but important cases where

such information is available, it shows increases in reserves to levels which are sometimes equivalent to two years' consumption by a major manufacturing country.

126. The gap between production of raw materials and consumption of opiates, which in 1976 made possible the transfer to stocks of the equivalent of at least 30 tons of morphine, has grown considerably wider in 1977, despite a probable recovery of consumption. In India, opium output, at 1,163 tons, was only very slightly lower than in the preceding year. The achievement, during two successive years, of a good harvest on an area of more than 50,000 hectares shows that high yields are not necessarily incompatible with the extension of cultivation, as has often been the case in the past.

127. The Turkish Government has set as its target an annual production of 20,000 tons of poppy straw, this being the quantity necessary for the full-capacity operation of the alkaloid extraction plant to be built in the near future. It has, however, proved difficult, for at least two reasons, to adjust the area under cultivation in keeping with this goal. Firstly, farmers are cultivating only part of the land which their licence authorizes them to put under poppies, so as to avoid any risk of surplus production, which can, among other things, make it impossible for them to obtain a new licence. Secondly, losses due to weather conditions can sometimes reach substantial proportions; in this connexion, it will be recalled that the 1975 crop totalled only 5,800 tons, or 29 per cent of the target figure, while 14,200 tons were produced the following year. In 1977, the harvest was exceptionally heavy, amounting to some 32,000 tons.

128. The production of straw has also been good in Australia, where three-quarters of the 1977 harvest has been used to manufacture approximately 19 tons of morphine. In France, planned production of concentrate of poppy straw for the year under consideration was of the order of 16 tons of morphine. If it is assumed that the other countries manufacturing morphine from straw have maintained their output at the previous year's level (47 tons), it seems probable that the quantities of raw material available in 1977 will make possible the extraction of approximately 85 tons of morphine and the accumulation of large reserves of straw.

129. In 1978, when Australia's second production unit, built the year before, reaches full capacity (26 tons), it will no doubt be possible to increase this figure to 96 tons, with the result that almost half the morphine manufactured will come from straw. In fact, even in the event of a major reduction in the area under cultivation, supplies of this raw material will be more than adequate and the manufacture of morphine will be limited only by the capacity of the production facilities. It will still be some time before the plans made in various countries for increasing this capacity are implemented. Meanwhile, it would be desirable for full use to be made of the existing facilities for the processing of straw, which is more difficult and more expensive to store than concentrate of morphine.

130. The foregoing confirms the trend towards a situation in which there will be an over-supply of the traditional raw materials for the manufacture of codeine. In these circumstances, the Board welcomes the decision by the United States of America mentioned in paragraph 107 not to authorize commercial domestic production of papaver bracteatum as a means of meeting part of its growing needs and thereby to avoid contributing to overproduction of narcotic supplies for world-wide requirements. This is a further example of the spirit of co-operation which has

often prevailed in other circumstances, as when traditional producing countries have responded favourably to appeals from the international community to adjust their output to world requirements or even to abandon the production of opium. In fact, there has recently been ample proof that the economic benefits of poppy growing are short-lived, whereas the economic burdens, including the need to maintain an increasingly costly control system, are more permanent. Papaver bracteatum, a species not covered by the international treaties on narcotic drugs, is to the Board's knowledge not cultivated on a commercial basis in any country.

131. During the twenty-seventh session of the Commission on Narcotic Drugs, the opinion was expressed that the balancing of demand and supply did not require "an international commodity agreement or a voluntary quota system between producing countries". On the other hand, it was the view of several delegations that the solution to the problem lay in the publication by the Board of fuller information and more thorough studies so as to assist countries in making an accurate assessment of the situation and reaching the appropriate decisions. The Board recognizes that forward planning of production to maintain a balance between supply and demand requires longer-term projections, and it has already, for some years now, taken cautious steps in that direction.

132. In order to meet the wish of the Commission, the Secretary-General, through the Division of Narcotic Drugs and after consultation with the Board, has already invited Governments to supply information which would enable it to undertake a detailed study of the question. The Board appreciates the replies so far received from Governments and looks forward to receiving further replies and more detailed information in order to enable it to discharge its responsibilities under the relevant provisions of the Single Convention and of paragraph 4 of article 9 of the said Convention as amended by the 1972 Protocol.

133. With regard to the supply of raw materials needed for the manufacture of opiates for medical purposes, the Board's continuing study reveals that the possible over-production of such materials foreseen in its report for 1976 is confirmed by the data analysed during 1977. The Board hopes that the producing countries will pay the closest possible attention to this situation when establishing their production plans with a view to avoiding an aggravation of the situation. For its part, the Board is willing to undertake such preliminary studies as requested by the Commission on Narcotic Drugs, on the basis of the information provided by Governments. The Board is also considering the possibility of arranging informal consultations with the authorities concerned to define the best method for proceeding with these longer-term studies in order to be of maximum assistance to the international community.

## CONCLUSION

134. In addition to the question of the supply of raw materials for the licit manufacture of opiates, which has been dealt with above, the past year has been notable for two major developments, one positive and the other negative. On the positive side there has been an even further increase in practical co-operation, both regionally and bilaterally, between countries confronted by similar drug control problems. Within the United Nations system, this co-operation has been strengthened by an increase in the size of some contributions to the Fund and by a growing recognition on the part of other international financing agencies that they too can play a role in reducing the supply of narcotic drugs at source by providing development assistance.

135. On the other hand, the amount of drugs of all kinds in the illicit traffic has shown no sign of decreasing despite these greater efforts by the world community. World-wide heroin seizures, for instance, reached an unprecedented level in 1976. When one source dries up another may almost immediately assume greater importance so that the apparently rising illicit demand can continue to be met.

136. Trends during the last year have served to emphasize that it is not sufficient to attack the illicit traffic, although this must continue to be done with all the advanced technical and trained manpower resources that can be made available. Nor is it enough to provide even more resources for the eradication of illicit supply, though this too will be necessary for many years to come, by endeavouring to achieve consistent and concurrent enforcement in the producing areas to ensure that faster rural development generated by increased financial input does not lead to greater supplies of illicit narcotics. It is not enough either, although this is assuming growing importance, to pursue research into the true causes of illicit demand and into the human and sociological reasons for their evolution.

137. But at the national and international levels, three strategies must be pursued in parallel: control of the illicit traffic, eradication of illegal supply, and the checking and reduction of demand. In the absence of such concerted action, the incentive provided by growing demand will consistently undercut the efforts of the law enforcement agencies against the traffic and lead to the emergence of new areas of illicit supply even when traditional producing areas are brought under control.

(Signed) Paul Reuter  
President

(Signed) Stefan Stepczyński  
Secretary

Geneva, 4 November 1977.

## THE ROLE OF THE INTERNATIONAL NARCOTICS CONTROL BOARD

The responsibilities of the Board under the drug control treaties are to endeavour, in co-operation with Governments, to limit the cultivation, production, manufacture and utilization of narcotic drugs to the amounts necessary for medical and scientific purposes, to ensure that the quantities of these substances necessary for legitimate purposes are available, and to prevent the illicit cultivation, production, manufacture of, trafficking in and use of these substances. Since the entry into force of the 1971 Convention on Psychotropic Substances, the functions of the Board include also the international control of these drugs.

The Board is required, in the exercise of these responsibilities, to investigate all stages in the licit trade in narcotic drugs; to ensure that Governments take all the requisite measures to limit the manufacture and import of drugs to the quantities necessary for medical and scientific purposes; to see that precautions are taken to prevent the diversion of these substances into the illicit traffic; to determine whether there is a risk that a country may become a major centre of the illicit traffic; to ask for explanations in the event of apparent violations of the treaties; to propose appropriate remedial measures to Governments which are not fully applying the provisions of the treaties or are encountering difficulties in applying them and, where necessary, to assist Governments in overcoming such difficulties. The Board has therefore frequently recommended, and will recommend even more often under the 1972 Protocol, that multilateral or bilateral assistance, either technical or financial or both, should be accorded to a country experiencing such difficulties. However, if the Board notes that the measures necessary to remedy a serious situation have not been taken, it may call the attention of the Parties, the Commission on Narcotic Drugs and the Economic and Social Council to the matter, in cases where it believes that this would be the most effective way to facilitate co-operation and improve the situation. Finally, as a last resort, the treaties empower the Board to recommend to Parties that they stop the import of drugs, the export of drugs, or both, from or to the defaulting country. Naturally, the Board does not confine itself to taking action only when serious problems have been discovered; it seeks, on the contrary, to prevent major difficulties before they arise. In all cases the Board acts in close co-operation with Governments.

If the Board is to be able to perform its task, it must have the relevant information on the world drug situation, as regards both the licit trade and the illicit traffic. Consequently, the treaties stipulate that Governments shall regularly provide the Board with such information; almost all Governments, Parties and non-Parties alike, are conforming to this practice. Accordingly, in co-operation with Governments, the Board administers the systems of estimated world requirements of narcotic drugs and of statistics on narcotic drugs. The first of these systems enables it, by analyzing future licit requirements, to verify in advance whether these requirements are reasonable; and the second enables it to exercise an *ex post facto* control. Finally, the information on illicit traffic which is communicated to it either directly by Governments or through the competent organs of the United Nations enables it to determine whether the aims of the 1961 Convention are being seriously endangered by any country and, if necessary, to apply the measures described in the preceding paragraph.

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