

**INTERNATIONAL NARCOTICS CONTROL BOARD**

**Geneva**

**Report of the International Narcotics  
Control Board**

for 1978



**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

### OPERATION OF THE INTERNATIONAL DRUG CONTROL SYSTEM

#### Narcotic drugs

The documents \*/ supplementing this report present the information communicated by Governments to the Board in application of the system of estimates of legitimate needs and of statistics on the licit movement of narcotic drugs. This information is analysed by the Board in the discharge of its treaty responsibilities.

#### Psychotropic substances

Over a hundred Governments co-operate with the Board by forwarding to it statistics on psychotropic substances, even though only fifty-two States have so far formally adhered to the 1971 Convention. For the first time, this year the Board is publishing a document on statistics provided by Governments. \*\*/ However, the information in this document is far from being complete and the Board requests all Governments, and in particular manufacturing and exporting countries, to furnish it with more complete information so that a better understanding of the control situation of psychotropic substances worldwide may be obtained. The Board also emphasizes the importance it attaches to a prompt formal adherence by all States to the 1971 Convention.

#### 1979: INTERNATIONAL YEAR OF THE CHILD

Taking note of General Assembly resolution 31/169, the Board wishes to stress, on the occasion of the International Year of the Child, the dangers of drug abuse for children and recommends the development of adequate protection measures.

### WORLD REQUIREMENTS IN OPIATES FOR MEDICAL AND SCIENTIFIC PURPOSES AND SITUATION AS REGARDS SUPPLY

Since 1973, the Board has published each year an analysis of the situation with regard to supply of raw materials for the licit manufacture of opiates.

After having studied the global situation of supply and demand of opiates in 1977 and 1978, the Board has made a projection for the years 1979 to 1982. It concludes that unless there is a large and unforeseen increase in demand between 1978 and 1982, morphine manufacturing capacity will be, on average, fifty per cent greater than requirements. Consequently, an adjustment in production is necessary if a heavy accumulation of stock is to be avoided.

However, it is desirable that this adjustment be made in an orderly way, and not under an economic constraint harmful to control efforts and to the interests of the populations whose livelihood depends on this product. Hence, pursuant to Economic and Social Council resolution 1978/11, the Board has invited the Governments concerned, if they so desire, to send a representative to Geneva in order to explore with it means of bringing about a balance between requirements and supply of opiates.

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\*/ Estimated World Requirements of Narcotic Drugs in 1979 (E/INCB/42); Statistics on Narcotic Drugs for 1977 (E/INCB/43); Comparative Statement of Estimates and Statistics for 1977 (E/INCB/45).

\*\*/ Statistics on Psychotropic Substances for 1977 (E/INCB/44).

The Board is requested to play a role in the co-ordination of the voluntary efforts of Governments to achieve a balance which must be based on the principles underlying the international treaties on narcotic drugs: solidarity and collective responsibility of the international community, precedence of control over economic interests, restriction of production and manufacture to medical and scientific requirements, and respect for the legitimate interests at stake, particularly those of the traditional producers which are making heavy sacrifices to guarantee effective control.

## CHARACTERISTICS OF AND TRENDS IN THE ILLICIT MARKET

### Opium and opiates

Despite some progress achieved in some countries, it appears that there has been no reduction in illicit production of opium and opiates in the world as a whole during 1978. The financial incentives for the traffickers and the pressures of illicit demand are such that the elimination of one source of supply may cause a temporary disruption for the traffickers but is quickly replaced by another. This is why, in the absence of simultaneous action at the national level and at the regional and international levels on illicit supply, demand and traffic, no real and hence lasting progress can be made.

### Cannabis

In 1977, seizures of cannabis and its products have continued to increase and have even reached unprecedented levels. At the same time, however, it seems that in some countries, determination is now too frequently giving way to hesitation or even to a laissez-faire attitude as regards the problem of non-medical use of cannabis. The Board wishes to stress that research undertaken to date raises the possibility that cannabis produces lasting harmful effects. It therefore urges that research on the health consequences of cannabis abuse, particularly its long-term effects, be intensified.

### Coca leaf and cocaine

Over-production of coca leaf (less than five per cent are used for legitimate purposes) has been occurring for a number of decades. During the last few years, however, the situation has deteriorated in particular because of the increase of abuse of, and traffic in, cocaine. More recently, the emergence of a new trend, that is, the smoking of "coca paste" mixed with tobacco or cannabis, raises even further alarm. The Board appeals for vigilance on the part of the authorities concerned. This problem can only be effectively attacked in a broad context in which all its aspects (political, economic, social ...) will be taken into account. Since this is a complex task and as ultimate success can only be achieved in the long-term, the campaign should be begun in earnest as soon as possible.

### Psychotropic substances

Here too, the situation is deteriorating. The Board, therefore, emphasizes the importance it attaches to the accession by all States, and in particular manufacturers and exporters, to the 1971 Convention. Moreover, at the national level, strict control measures should be established and carried out. The failure of even a single country trading in these substances to carry out the provisions of the Convention is sufficient to jeopardize the effectiveness of the internal control measures of the other countries, no matter how sound those measures might be.

## Financial operations connected with the illicit traffic

The Board believes that it would be desirable for Governments, if necessary through international agreements, to envisage submitting to stricter investigation the movement of capital which is destined for the financing of international trafficking, thereby making it possible to identify the financiers who are the real organizers of the traffic.

## Co-operation among States in the fight against illicit traffic in narcotic drugs and psychotropic substances carried out by ships on the high seas

Without underestimating the juridical complications raised by this question, the Board appeals to Governments to co-operate with one another in actively looking for solutions in this regard and it draws attention to the text recommending such co-operation, which has been issued during the Third United Nations Conference on the Law of the Sea.

## ANALYSIS OF THE WORLD SITUATION

While keeping under constant review the drug control situation worldwide, the Board nevertheless gives special attention in this report to the situation in those countries and territories where problems associated with drug abuse, illicit traffic, or the uncontrolled or illicit production of narcotic raw materials are most significant. The largest part of this report is therefore occupied by the analysis, region by region, of these particular problems. Recommendations are formulated in most cases.

## CONCLUSION

Fifty years have passed since the entry into force, in 1928, of the 1925 Convention and the first meeting, in 1929, of the Permanent Central Board (the predecessor of the INCB). During this period, nine agreements, Conventions or Protocols had been negotiated and entered into force. Similarly, at the national level, States have gradually equipped themselves with legislation designed to regulate the licit movement of narcotic drugs and to curb illicit activities, as well as with the administrative machinery to enforce such legislation. All the problems caused by drugs have thus not been resolved. However, remarkable progress has been accomplished, in particular with regard to the problem of diversion of manufactured narcotic drugs from licit channels to the illicit traffic, which has become very rare today compared with its high frequency in the 1930s. However, diversion, abuse of, and traffic in, psychotropic substances today cause difficulties of the same nature as those which the 1925, 1931 and 1961 Conventions have largely helped to solve in the case of narcotic drugs. The Board therefore recommends that all Governments should ratify, without any further delay, the 1971 Convention on Psychotropic Substances.

Meanwhile, regional and interregional co-operation should be further intensified. Sustained efforts to combat illicit supply, demand and trafficking should be continued. In those countries where there is substantial illicit cultivation of raw materials for the manufacture of drugs by farmers with no other cash crop, income replacement programmes should be expanded, if necessary with external assistance, in support of the efforts made by the Governments themselves. Lastly, all Governments should further endeavour to improve their national control systems, in particular by ensuring a better co-ordination among the various national agencies responsible for drug control within each country.

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
SUMMARY .....		i
INTERNATIONAL DRUG CONTROL AGREEMENTS .....		vi
ABBREVIATIONS .....		vii
FOREWORD .....		viii
Membership of the Board .....		viii
Sessions in 1978 .....		xi
Representation at international conferences or meetings .....		xi
Nomenclature of countries and territories .....		xi
OPERATION OF THE INTERNATIONAL DRUG CONTROL SYSTEM .....	1 - 6	1
Narcotic drugs .....	1 - 3	1
Psychotropic substances .....	4 - 6	2
1979: INTERNATIONAL YEAR OF THE CHILD .....	7	2
WORLD REQUIREMENTS IN OPIATES FOR MEDICAL AND SCIENTIFIC PURPOSES AND SITUATION AS REGARDS SUPPLY .....	8 - 48	3
CHARACTERISTICS OF, AND TRENDS IN, THE ILLICIT MARKET .....	49 - 81	13
Opium and opiates .....	51 - 61	13
Cannabis .....	62 - 64	15
Coca leaf and cocaine .....	65 - 71	16
Psychotropic substances .....	72 - 76	17
Financial operations connected with the illicit traffic .....	77 - 78	18
Co-operation among States in the fight against illicit traffic in narcotic drugs and psychotropic substances by ships on the high seas .....	79 - 81	18
ANALYSIS OF THE WORLD SITUATION .....	82 - 155	20
NEAR AND MIDDLE EAST .....	83 - 101	20
Afgnanistan .....	83 - 87	20
Iran .....	88 - 90	21
Lebanon .....	91 - 93	21
Pakistan .....	94 - 99	22
Turkey .....	100 - 101	23

CONTENTS (continued)

	<u>Paragraphs</u>	<u>Page</u>
EAST AND SOUTH-EAST ASIA .....	102 - 120	23
Burma .....	102 - 105	23
Malaysia .....	106 - 107	24
The Lao People's Democratic Republic .....	108 - 109	25
Thailand .....	110 - 114	25
Territory of Hong Kong .....	115 - 116	26
Nepal .....	117 - 120	26
EUROPE .....	121 - 127	27
Eastern Europe .....	121 - 122	27
Western Europe .....	123 - 127	27
NORTH AMERICA .....	128 - 135	29
Canada .....	128 - 129	29
Mexico .....	130 - 132	29
United States of America .....	133 - 135	29
CENTRAL AND SOUTH AMERICA .....	136 - 150	30
Bolivia .....	141 - 144	31
Colombia .....	145 - 147	32
Peru .....	148 - 150	33
AFRICA .....	151 - 155	33
CONCLUSION .....	156 - 165	35

\* \* \*

ANNEX

Tables and graph related to licit world requirements in opiates. 37

## 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 UNFEDAC)	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 the 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 second report submitted by the Board as constituted under article 9 of the 1961 Convention as amended by the 1972 Protocol. It is supplemented by four other reports in which the Board publishes the information communicated to it by Governments in conformity with the international treaties. \*/

### Membership of the Board

Dr. Nikolaï K. BARKOV

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

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

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

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\*/ Estimated world requirements of narcotic drugs in 1979 (E/INCB/42); Statistics on narcotic drugs for 1977 (E/INCB/43); Comparative statement of estimates and statistics on narcotic drugs for 1977 (E/INCB/45); Statistics on psychotropic substances for 1977 (E/INCB/44). Note: The last mentioned is the first report published by the Board in this series since the entry into force of the 1971 Convention.

Professor Ramón de la FUENTE MUNIZ

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; member of the General Health Council of the Mexican Republic; member of the Board since 1974.

Professor Helmut E. EHRHARDT

Dr.med., Dr.phil., Dr.jur.h.c.; Director, Institute for Legal and Social Psychiatry, University of Marburg (Federal Republic of Germany); 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

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 (1971-1976); member of the Board since 1977.

Miss Betty C. GOUGH

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 Sükrü KAYMAKÇALAN

Chairman of the Department of Pharmacology, Medical Faculty of Ankara University; member of the World Health Organization Expert Advisory Panel on Drug Dependence; Founder and member 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

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

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.

Professor Jehan Shah SALEH

M.D., F.R.C.O.G., L.L.D. (Hon.) Professor and Chairman (Emeritus), Department of Gynaecology and Obstetrics, Teheran University; former Dean, Faculty of Medicine, Teheran University; former Chancellor, Teheran 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

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 1969 to 1973; speciality, Pharmacognosy. Member of the Board since 1974.

IN MEMORIAM: Dr. A. Wagdi SADEK

It was with deep regret that the members of the Board and the secretariat learned of the death of Dr. A. Wagdi SADEK in July 1978. Dr. Sadek had been a member of the Board since 1977, and had held the following posts: 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.

All who were acquainted with him will remember with gratitude his devotion to duty and the contribution he made to the work in the field of narcotic drug control.

### Sessions in 1978

The Board held its twenty-second session from 20 to 23 March 1978, its twenty-third session from 16 to 26 May 1978 and its twenty-fourth session from 11 October to 3 November 1978. The Secretary-General of the United Nations was represented at the twenty-second session by Mr. N. Kandemir, Deputy Director, Division of Narcotic Drugs; at the twenty-third session by Mr. M. Allaf, Deputy Director-General of the United Nations Office at Geneva, and Dr. G.M. Ling, Director, Division of Narcotic Drugs; and at the twenty-fourth session by Mr. L. Cottafavi, Director-General of the United Nations Office at Geneva and by Dr. G.M. Ling, Director, Division of Narcotic Drugs. The United Nations Fund for Drug Abuse Control was represented by Dr. B. Rexed, Executive Director. The World Health Organization was represented by Dr. A.E. Arif, Dr. I. Khan and Dr. P. Hughes of the Office of Mental Health.

### Representation at international conferences or meetings

1. United Nations: Economic and Social Council: sixty-fourth session (New York, April-May 1978) and sixty-fifth session (Geneva, July-August 1978). Commission on Narcotic Drugs: fifth special session (Geneva, February 1978); sixth session of the Inter-Agency Advisory Committee on Drug Abuse Control (Geneva, September 1978).
2. World Health Organization: sixty-first and sixty-second sessions of the Executive Board (Geneva, January and May 1978); thirty-first World Health Assembly (Geneva, May 1978); Consultation on the 1971 Convention on Psychotropic Substances (Geneva, December 1977): control of psychotropic substances; social and public health problems. Consultations and meetings with WHO experts (Geneva, March, April and September 1978); travelling seminar in the USSR on the safe use of psychotropic and narcotic substances (preparatory meeting in Geneva, April 1978, and seminar in the USSR, October 1978).
3. Intergovernmental and non-governmental organizations: The Board, having been invited, was represented at some meetings and conferences on narcotic drugs organized in 1978 by the Customs Co-operation Council, the Council of Europe, the Colombo Plan Bureau and the International Criminal Police Organization (ICPO/Interpol). It was also represented at the seventh International Congress of Pharmacology (Paris, July 1978).

### 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.

## Staff

In accordance with the provisions of article 16 of the 1961 Convention, as amended by the 1972 Protocol, the Secretary-General has appointed Mr. A. Bahi Secretary of the Board, after consultation with the Board. Mr. A. Bahi succeeded Mr. S. Stepczyński who retired on 31 August 1978.

The Board expressed gratitude to Mr. S. Stepczyński, its former secretary for the devoted services he had rendered for 25 years, including ten years as Deputy Secretary and one-and-a-half years as Secretary. The Board wished him a long and happy retirement.

## OPERATION OF THE INTERNATIONAL DRUG CONTROL SYSTEM

### Narcotic drugs

1. 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 requirements, and to prevent diversion for illicit purposes. Contacts with Governments are maintained by exchange of correspondence and discussions with government representatives in Geneva. Special Board missions also visit countries to consult with the competent national authorities. In addition, consultations are held when Board representatives attend international meetings and regional training seminars organized with financial assistance from the Fund. Such seminars were organized in 1974 in Geneva for French-speaking officials, in 1975 in Cairo (Arab Republic of Egypt) for English-speaking officials and in 1976 in Santa-Cruz (Bolivia) for Spanish-speaking officials. The Board plans to hold a seminar for French-speaking national drug control officials during 1979.

2. The Board publishes three documents annually which supplement this report. 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 documents provide estimated world requirements of narcotic drugs and estimates of world production of opium, 1/ statistics on narcotic drugs, accompanied by an analysis of the major trends in the licit movement of narcotic drugs, 2/ and a comparative statement of estimates and statistics on narcotic drugs, 3/ which permits verification of whether Governments have adequately applied the treaty provisions.

3. To date one hundred and eleven States have become Parties to the 1961 Convention and sixty-five to the 1972 Protocol which amends that Convention. The majority of States which have not yet formally adhered to these treaties, in practice co-operate fully with the Board. However, the Board hopes that such States will become Parties at an early date. These 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 such 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. The Board also hopes that Democratic Kampuchea will soon resume its co-operation with the Board.

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1/ E/INCB/42.

2/ E/INCB/43.

3/ E/INCB/45.

## Psychotropic substances

4. The 1971 Convention, which restricts the use of psychotropic substances to legitimate purposes, entered into force in August 1976. However, this Convention has been implemented provisionally since 1971 pursuant to the resolutions adopted by the Vienna Conference and the Economic and Social Council. In 1971, therefore, the Board drew up a questionnaire in order to obtain statistics on psychotropic substances, and has subsequently sent this questionnaire annually to all Governments. Eighty-five Governments responded to this request in the very first year (1972). At present, more than 100 Governments regularly submit annual statistics, even though only 52 States have so far formally adhered to the 1971 Convention.

5. The information initially received was understandably incomplete. However, over the years the quality of the statistics provided has improved. Thus, whereas during the first three years of provisional implementation of the 1971 Convention most of the export figures declared to the Board did not correspond with those provided by the importing countries, since 1974 the two sets of figures have frequently tallied. This is a sign that countries' control procedures have been improved and adapted to the treaty requirements.

6. The 1971 Convention having entered into force, the Board has decided to publish as soon as feasible the statistics Governments have provided on psychotropic substances for the past five years (1973-1977). 4/ It will, of course, be noted that the figures for certain substances or the figures provided by certain countries are still far from complete. Pending formal adherence to the Convention, the Board urges all Governments, and particularly the manufacturing and exporting countries, to provide complete information so that this statistical publication can be sufficiently comprehensive and constitute a working tool to enable Governments and the Board to have a better understanding of the control situation worldwide and to permit the Board to carry out its responsibilities under the Convention.

### 1979 : INTERNATIONAL YEAR OF THE CHILD

7. The Board takes note that pursuant to General Assembly resolution 31/169, 1979 has been proclaimed the International Year of the Child. It therefore wishes to draw attention to the special dangers of drug abuse for children who, in some countries, are starting to abuse drugs at an increasingly early age. Indeed, children under 15 years are most vulnerable to the influence of their social environment. Their physical and mental development can be impaired by misuse of drugs. The authorities, educators, parents and the community at large should prevent more effectively this medico-social problem by developing appropriate precautionary measures.

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4/ E/INCB/44.

WORLD REQUIREMENTS IN OPIATES FOR MEDICAL AND SCIENTIFIC PURPOSES  
AND SITUATION AS REGARDS SUPPLY

8. In the first section of this part of its report, the Board examines the situation of licit supply and demand for opiates as they emerge from an analysis of data available for 1977 and 1978. This analysis is accompanied by a medium-term forecast which, in spite of its shortcomings, should provide a valid basis for decisions on the question covered in the second section, namely, action by the Governments and international bodies concerned to achieve a balance between supply and demand.

Situation in 1977 and 1978 and forecast for 1979-1982

9. In the reports for previous years and throughout this study, mention is frequently made of the limited value of the figures, which stems largely from the fact that the statistical categories have been defined for purposes of control and not forecasting. Naturally, accuracy suffers in moving from statistics to forecasts, since many factors are unknown to the Board, particularly the economic scope of the problem. For example, it is difficult to forecast demand accurately when its reaction to price fluctuations is unknown.

10. These limitations must be overlooked, however, since the need for the study is recognized by all and its shortcomings in no way invalidate its general conclusions. It is hoped that Governments will allow the Board access to fuller information without incurring extra administrative costs. In exchange, they will have more accurate analysis constituting a firmer basis for their decisions.

Opiates: definition and relative importance

11. For the purposes of this study, the word "opiates" means opium alkaloids and poppy straw and their derivatives which are subject to international narcotics control. This definition of the word "opiates" covers a large number of narcotic drugs subject to international agreements, most of which have only a very limited practical importance now and in the immediate future. A quantitative criterion must therefore be applied in order to restrict still further the scope of our study. For example, only opiates for which world consumption is at least 100 kg per annum are considered.

12. There are eight of these, listed in the top part of Table I. <sup>5/</sup> The bottom part, containing other narcotics, is given for comparison in order to highlight the relative importance of the main opiates in the total consumption of all narcotic drugs. If the average therapeutic dose is taken as a common unit of measure, it can be seen that opiates represent 90 per cent of total narcotic drugs consumption and that codeine accounts for 75 per cent of the total consumption of opiates.

Definitions of consumption

13. The system of accounting for movements of narcotics established by the 1961 Convention and earlier agreements makes a fundamental distinction between narcotic drugs contained in the preparations included in Schedule III of that

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<sup>5/</sup> See Annex, page 37.

Convention produced by wholesale manufacturers, and all other drugs, whether in the form of substances or of preparations, not included in the preceding category. With respect to the first category, Governments are not obliged to declare to the Board the use which has been made (statistics) or which will be made (estimates) of narcotic drugs contained in the preparations of Schedule III, which may be exempt from certain control measures because of the limited risk of abuse and of recovery of the narcotics they contain.

14. Consequently, statistics available at the international level do not show whether preparations of Schedule III are used for domestic consumption, exports, consignment to stock or withdrawal from stock. Although, in a given country, movements of addition to and withdrawal from stock may balance out from one year to another, the same is not true of exports and imports. In general, a country will be either a net importer or a net exporter of the preparations included in Schedule III but will virtually never alternate between the two.

15. The use to which drugs in the second category (those in the form of substances or preparations other than those included in Schedule III) are put is well known to the Board. It is only in the case of this category that we can refer to consumption within the meaning of the 1961 Convention, that is, the transfer of drugs from the wholesale to the retail trade level. The transfer of drugs contained in the preparations included in Schedule III from one distribution level to another is not a factor in consumption. In most cases, these movements concern much larger quantities than those in the second category.

16. The relative importance of these two flows of drugs can be estimated on the basis of the 1977 statistics.

	Kilograms				
	Codeine	Dihydro- codeine	Ethyl- morphine	Morphine	Pholcodine
Consumption (1961 Convention)	19 806	594	2 225	1 262	541
Quantity used in manufacture at the wholesale level of the preparations included in Schedule III of the 1961 Convention	132 555	8 589	5 552	416	4 916
TOTAL "consumption" <sup>6/</sup>	152 361	9 183	7 777	1 678	5 457

Thus, according to this table, the consumption of codeine as defined in the 1961 Convention accounts for only 13 per cent of the total of the two flows. This smaller flow is, however, the only one for which the date and place of distribution to retailers can be confirmed with certainty. This is the main obstacle to an accurate study of consumption on the basis of statistics furnished to the Board under the provisions of the conventions on narcotic drugs.

17. It would, however, be an exaggeration to think that uncertainty as to the date and place of distribution of the preparations in Schedule III covers all

<sup>6/</sup> See paragraph 17.

these preparations (87 per cent for codeine in 1977). In fact, in most cases, the bulk of these preparations is distributed to retailers in the year of manufacture for the domestic requirements of the countries in which they have been manufactured. Therefore, in the absence of a better solution, the Board uses, in the statistics it publishes, a different concept of "consumption" (hereafter always placed in quotation marks) comprising the sum of consumption (1961 Convention) and of the quantities used for manufacturing the preparations included in Schedule III.

#### Suggestions for the preparation of more accurate data

18. Accurate forecasting of world requirements in opiates must be based on a knowledge of the quantities of drugs supplied annually in each country to retail distribution channels. Identification and analysis of the factors influencing demand in each country are also necessary. But this does not require the creation of new statistical categories or the completion of exhaustive studies costing more than the estimated benefits. A relatively reliable forecast which inspires a certain degree of confidence in Governments, especially those of the raw material producing countries, is sufficient.

19. In the first stage, Governments could pay special attention to codeine requirements, since about nine-tenths of the morphine extracted from opium and poppy straw is used in its manufacture. For other opiates, the Board will for the time being continue to make extrapolations from trends noted earlier, where necessary making corrections based on relevant information communicated by Governments.

20. Each authority must choose its sources in accordance with the special circumstances in the country. It can, however, be assumed that in each country a great deal of information is obtainable from government departments, ministries, professional associations, manufacturers and distributing wholesalers. Data from various sources can be compiled by the departments normally responsible for preparing estimates, with the aim of identifying the factors influencing demand for opiates.

21. It would be desirable for forecasts based on these investigations to be made available to the Board in the form of figures representing the annual quantities which are expected to be absorbed by retail distribution channels over the following five years. These forecasts, made annually and revised periodically, should provide a better basis for decision-making than the simple extrapolations used by the Board in the present document.

#### Requirements in opiates

22. Pending the submission of more accurate figures by Governments, the Board, in this section, makes an extrapolation from the past trends in opiates, shown in Table I. The major drawback of this method is in considering that the future will be similar to the past. Although the structural factors (population characteristics, number of doctors per head of the population, social security system, prescribing habits of doctors, incidence of illnesses for which codeine is used, etc.) influencing demand evolve slowly, and justify the use of this method, the same is not true of unforeseeable factors such as the development of

substitutes or the promulgation of new laws. Examples will be given below in which these factors have led to much greater movements in codeine demand than have structural factors.

### Codeine

23. Because of its importance, codeine merits a particularly detailed study. Table II 7/ contains a list of countries which, for at least one year during the period 1973-1977, "consumed" at least one ton of codeine. The countries are listed in descending order of magnitude of "consumption".

24. In the United States of America and the Union of Soviet Socialist Republics, the two largest consumers of codeine, in absolute figures, the quantities of drugs actually used for domestic medical and scientific purposes are well known because the former exports only negligible quantities of preparations included in Schedule III and the latter declares exports of these preparations to the Board or the Secretary-General. It should be mentioned, however, that these two countries are by no means the highest per capita consumers of codeine.

25. Consumption of codeine in the United States was virtually stable during the 1950s and then rising slowly during the 1960s. In twenty years, annual consumption rose by only 6.7 tons to 23 tons in 1970. From 1971 on, consumption rose rapidly to reach 44.5 tons in 1977 - an increase of 21.5 tons in seven years. Today, the United States consumes about 30 per cent of the total amount of codeine used in the world. Such a large increase in requirements in such a short time was bound to cause supply problems, especially when it coincided with poor harvests of opium, the raw material which was once the country's sole source of opiates. In order to overcome these difficulties, the United States Government decided to release, progressively over five years from 1974, 238 tons of opium from "special stocks". Demand was such, however, that in two years this source was exhausted and a new decision had to be made authorizing the import of concentrate of poppy straw. Finally, in spite of considerable pressure in favour of the cultivation of papaver bracteatum to supply 20 per cent of the country's domestic requirements for opiates, the Government decided not to authorize such cultivation, bearing in mind the fears expressed that it would result in world over-production of raw materials for the manufacture of opiates. According to studies carried out in the United States, it is generally agreed that the steep increase in the demand for codeine there was due to the rise in the number of participants in public and private sickness benefit schemes and the growth and ageing of the population. Moreover, the publication of a number of scientific articles concluding that codeine is more effective than light, non-narcotic analgesics, has influenced the medical profession, which now prescribes codeine more frequently in preference to other competing substitutes.

26. How is codeine consumption in the United States likely to develop during the period 1978-1982? According to official estimates, consumption will continue to increase but will rise more slowly as a more complete coverage of illness risks is gradually being approached. Two growth hypotheses have been prepared by the United States administration which give a probability range for the development of consumption. For the sake of simplicity, this report takes into consideration the midpoint of the range. As shown in the first line of Table II, it is assumed that consumption in that country will rise progressively from 46.2 tons in 1978 to 58.7 tons in 1982.

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7/ See Annex, page 38.

27. At the end of the Second World War, annual codeine consumption in the USSR was only about four tons. During the 1950s it increased rapidly to reach 17.3 tons in 1960 and then slowed down, although during the 1960s the country was frequently the largest consumer in absolute terms. After reaching 28 tons in 1970, consumption fell rapidly to about half of that amount in 1976 and 1977.

28. In the Soviet Union, the preparations included in Schedule III of the 1961 Convention are subject to the same control system as the substances which they contain, and this is especially applicable to their export. Until 1971, the figures published by the Board for the Soviet Union showed actual domestic consumption, excluding the amounts of these preparations which were exported. Later, for the sake of international uniformity and comparability of statistics, the concept of "consumption" used by all other countries was adopted. In Table II, however, the amounts of the preparation exported are shown in a footnote. The decrease in codeine consumption in the USSR is attributable to a policy which aims at reducing the use of narcotic drugs and replacing them by other substances and using new methods of treatment. In particular are envisaged a decrease in the dose of codeine and the addition of other ingredients in compound preparations which would allow their wider use without the danger of creating addiction. The utilization of these new preparations might entail a slight and progressive increase in "consumption" of codeine, from 15 tons in 1978 to 18 tons in 1982.

29. In the Federal Republic of Germany, codeine "consumption" began from a very low level in 1950 (2.2 tons) and rose steeply afterwards, reaching a plateau at about 14 tons per annum from 1970 to 1975. In the following two years, a drop of two tons occurred, apparently as a result of stricter legislation. While awaiting official forecasts, it is assumed that "consumption" will be about 13 tons per annum between 1978 and 1982. In the United Kingdom, after a steep rise between 1950 and 1955 "consumption" has practically levelled off at about 11.5 tons per annum. In France, the development has been similar but spread over a longer time, reaching a stable annual "consumption" of about 10 tons.

30. These three countries export considerable quantities of the preparations included in Schedule III of the 1961 Convention; it is clear that the evolution of these exports as a function of time is determined by factors other than those regulating domestic requirements in the countries concerned. The real trends may therefore be concealed if exports and domestic requirements are studied together.

31. The aggregate "consumption" of all countries other than the five mentioned above amounts to only 40 per cent of the world total. The figures relating to other countries whose "consumption" amounts to at least one ton of codeine or more per annum over the past ten years show that in Europe, with only a few exceptions, (Spain, Romania, Turkey, Bulgaria, Netherlands) the use of this drug is either stable or else clearly decreasing. The case of Finland is striking, since "consumption", after reaching 2,174 kg in 1971, has constantly decreased since then to 803 kg in 1977. In Italy, the strengthening of narcotics control by stricter regulations resulted in a reduction of "consumption" by half in 1976 compared with 1975.

32. Outside Europe, "consumption" is increasing in Canada, India, South Africa and Iran while it is declining in Australia (a manufacturing country), Brazil and Mexico. In Pakistan, it was completely abolished from 1976 to 1978 to avoid

abuses; however, an estimate has been furnished for 1979. Undoubtedly the growth potential for the use of codeine in third world countries is very great. But apart from the fact that their relative share in global use is very small, the impact on demand will be felt only in the long term with progress in development. However, for the more developed among them, which have substituted local manufacture for imports of preparations, the drop in prices may bring about a short term increase in demand. In any event, more accurate forecasts could be made by the Board on the basis of some carefully selected monographs and information furnished by countries which export preparations to the developing countries.

#### The other opiates

33. The "consumption" of opium in the form of medicinal opium, opium extracts and tinctures is clearly declining; requirements in the medium term are expected to be about 25 tons per annum. The use of dihydrocodeine rose sharply up to 1970, when 9.5 tons were consumed; subsequently, consumption appeared to have stabilized at the slightly lower level of 8.5 tons a year; however, in 1977 it rose again to 9.183 tons. "Consumption" of ethylmorphine decreased considerably in 1976 and 1977; nevertheless it has been subject in the past to fairly marked fluctuations and it is difficult to say whether the downward trend will continue over the next five years. To be prudent, it has been assumed that it will be about 9 tons per annum.

34. "Consumption" of pholcodine has been increasing steadily for a considerable number of years, at an annual growth rate of about 4.5 per cent. On the other hand, the use of morphine shows the reverse trend, as illustrated by the following figures:

World "consumption" of morphine	-	1947	6,130 kg
		1957	4,157 kg
		1967	2,541 kg
		1977	1,678 kg

So far as the last two drugs, oxycodone and hydrocodone, shown in Table I, are concerned, "consumption" of the former doubled between 1973 and 1977, whereas that of the latter fluctuated for a decade between 800 and 1,000 kg. These two drugs are manufactured from thebaine and no forecast has consequently been made for the period 1978-1982.

#### Requirements in opiates expressed in terms of morphine

35. It is convenient to express requirements in opiates in terms of a given substance. Morphine is useful for this purpose because it is the intermediate product between the raw materials and the finished product. Nevertheless, the co-efficient applied to a given opiate in order to express it in terms of morphine equivalent is of necessity approximate for several reasons. The first reason is that opiates can be manufactured in a variety of ways; for example, codeine is produced in three different ways, natural codeine, codeine obtained by processing morphine and codeine obtained by processing thebaine. In some manufacturing processes, natural codeine is not separated from morphine; a

continuous process method makes it possible to obtain a mixture of natural and synthetic codeine at the end of the operation. Some of the codeine is converted into dihydrocodeine, but this is also obtained by processing hydrocodone which, in turn, is manufactured from thebaine. Another reason for the inexactitude of equivalence co-efficients is that the conversion rate varies greatly with industrial factors: in different countries the same quantity of morphine may yield anything between 78 and 100 per cent of its weight in codeine. It would be tedious to explain in detail how the equivalence co-efficients used have been calculated.

36. Taking into account the reasons mentioned above and applying an appropriate weighting according to the relative output of the manufacturing countries, it is possible to evaluate the requirements for the opiates appearing in Table I as follows:

Requirements in opiates expressed as tons of morphine

1973	1974	1975	1976	1977	1978	1979	1980	1981	1982
168	161	158	158	159	172	181	186	192	198

Raw materials used in the manufacture of opiates

37. Opium and poppy straw are the two traditional raw materials from which opiates are manufactured. Opium is the oldest source and up to the present has been the most widely used. At the beginning of the 1950s, India, Turkey, Iran, the Union of Soviet Socialist Republics and Yugoslavia were the most important licit producers of opium in that order. But as a result of the cessation of opium production in Iran (1955), in Turkey (1972), in the Union of Soviet Socialist Republics and in Yugoslavia (1973) for control purposes or for economic reasons, or both, India has been practically the sole supplier of opium for the manufacture of opiates for the past five years.

38. At the same time, the responsibility of India towards the international community has been increased by reason of the growth in demand, which has necessitated an expansion of the areas under cultivation and an improvement in crop yield. Between 1973 and 1978, a steady and slow expansion rate of about 8 per cent per year brought areas under cultivation to 63,649 hectares; simultaneously, more emphasis was placed on improved scientific methods of cultivation which succeeded in raising yields from 22.5 to 25.9 kg per hectare. Thus, production almost doubled during that same period, increasing from 866 tons to 1,651 tons. The data on opium production in India is assembled in Table III. <sup>8/</sup> It will be noted that a decrease in areas under cultivation is planned in 1979, involving a reduction in production of about 340 tons.

39. The treaties on narcotic drugs do not oblige Governments to report to the Board their production and stocks of poppy straw. Only the amounts used to extract alkaloids and the movement of straw across frontiers are required to be reported. Nevertheless, generally speaking, it may be said that the output of poppy straw has always exceeded the requirements of manufacturers of morphine

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<sup>8/</sup> See Annex, page 39.

because this raw material has been, and still largely is, a by-product of the production of the seeds themselves or of the seeds and of opium. This is not inconsistent with the fact that, at certain times and in certain countries, a lack of poppy straw has been experienced; the difficulties lie in the collection and transport of the straw. Thus, Indian poppy straw was not used in large quantities for the extraction of alkaloids until 1973. Furthermore, certain European countries import poppy straw, although they have an adequate or surplus national output. In the final analysis, the figures for production of poppy straw are probably not much help in understanding the problems when economic barriers put a large part of production out of reach for the extraction of alkaloids. Only the quantities actually available for the manufacture of opiates should be taken into account.

40. It is difficult to estimate the straw available in terms of morphine equivalent for two main reasons. The first is that there are numerous varieties of poppy straw, whose morphine content varies considerably. This difficulty seems to be close to solution with the analysis of samples being conducted by the laboratory of the United Nations Division of Narcotic Drugs. The second relates to the various extraction processes, each with a different recovery rate for the morphine content in the straw. In fact, in order to calculate a given quantity of straw in terms of morphine, it is necessary to know the country in which the processing takes place.

41. In order to avoid these difficulties, Table IV 9/ covers only the quantities of morphine (and poppy straw concentrate expressed in terms of morphine) actually manufactured from the raw material between 1973 and 1977. For the period from 1978 to 1982, where precise figures for estimated manufacture are lacking, the average of the five preceding years has been used. With regard to past performance, it will be seen from the "Statistics on narcotic drugs for 1977" 10/ that, for the first time, the quantity of morphine obtained from this source was greater than that of morphine extracted from opium. Between 1966 and 1976, opium provided about 65 per cent of the total amount of morphine manufactured annually; in 1977 the proportion fell to 48.2 per cent owing to the marked increase in the amount of morphine manufactured from straw and concentrate (92.3 tons in 1977, as compared with an average of 54.5 tons between 1966 and 1976) and the considerable drop in opium used for extraction (975 tons in 1977, as against an average of 1,093 tons between 1966 and 1976).

42. The world supply and demand position for opiates is summarized in Table V 11/ and illustrated by a graph. 12/ It may be concluded that unless there is a large and unforeseen increase in demand between 1978 and 1982, morphine manufacturing capacity will be, on average, 50 per cent greater than requirements. Consequently, an adjustment in production is necessary if a heavy accumulation of stocks is to be avoided.

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9/ See Annex, page 40.

10/ Document E/INCB/43, page 21.

11/ See Annex, page 41.

12/ See Annex, page 42.

Action by Governments and international bodies to achieve a balance

43. The discussions in the Commission on Narcotic Drugs and in the Economic and Social Council, and the resolutions adopted by the Council, show that there is a general wish that the Board's activities should assume two main forms: to continue studying the situation and to improve the quality of the available data with the assistance of Governments, and "to take effective measures to co-ordinate the voluntary co-operation of the Governments concerned" <sup>13/</sup> with a view to balancing supply and demand. On the first point, the Board welcomes the voluntary co-operation of Governments which, whenever requested to do so, have willingly supplied valuable information to enable the situation to be evaluated accurately. In particular, there has been full compliance with the wish of the Economic and Social Council that countries producing poppy straw for export should supply the relevant data.

44. As for the co-ordination of voluntary co-operation between governments, it is clear that the success of such action depends on the sacrifices that sovereign States are prepared to make in the common interest. Accordingly, it is for those States to determine how a balance can be achieved. The Board, in conformity with Economic and Social Council resolution 1978/11 has therefore invited the Governments concerned, if they so desire, to send representatives to Geneva in order to explore with it the means of bringing about a balance between requirements and supplies of opiates. This preliminary phase will make it possible to draw up an inventory of possible actions and also, perhaps, to suggest guidelines on the course to follow. Without wishing to commit itself to a precise timetable, the Board hopes to carry out this phase with sufficient dispatch to submit the results of its consultations to Governments, the Commission on Narcotic Drugs and the Economic and Social Council in 1979.

45. The present report stresses the limited value of the figures appearing in the tables; these figures, and in particular those relating to consumption, would be more accurate if Governments agreed to replace them by other figures based on more detailed studies. Meanwhile, the Board has made a point of being very conservative in its estimates; for example, no account has been taken of production of straw as a whole or of the total amount available for extraction, or even of the total manufacturing capacity. Nor have stocks of straw, which at the end of 1978 probably represented over two years consumption, been taken into account. Where data were lacking, the average of previous figures has simply been extrapolated.

46. Secondly, the estimates for the period 1978-1982 are not, strictly speaking, forecasts, meaning a description of the probable course of events. Clearly, no country will continue to produce regularly if it is not assured of an outlet. The interest of the estimates lies rather in demonstrating how far the production plans of the various countries are compatible with achieving a world balance. They show that the present situation is likely not only to continue but to become still more serious in the future. It would therefore be desirable for production plans to be revised downwards in an orderly fashion, and not under the economic constraint harmful to control efforts and to the interests of the populations whose livelihood depends on this product.

47. The decision of India to reduce the areas under cultivation in 1979 has already been mentioned. Turkey has taken a similar decision by endeavouring to limit output of poppy straw to 20,000 tons a year which represent the capacity of the alkaloid extraction factory scheduled to commence operations in 1979.

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<sup>13/</sup> Economic and Social Council resolution 1978/11 (E/1978/62).

Areas cultivated will be strictly limited to a maximum of 40,000 hectares and will be reserved exclusively for villages which have traditionally depended on the poppy for their livelihood. Furthermore, licences, which are only granted to families living on their own land, do not authorize cultivation on areas greater than 0.3 to 0.5 hectares, according to the fertility of the soil. Even in 1978, the Board's recommendation to limit the spring sowing has been widely followed and the harvest was 25,000 tons as compared with 36,000 tons in the previous year. It is, nevertheless, clear that these praiseworthy efforts must be followed by other countries, particularly by all those that have increased their production since 1973 to make good the shortage. The projections for the period 1978-1982 show that a general and substantial reduction in the supply of opiates is needed.

48. The role which the Board should play in the co-ordination of the voluntary efforts of Governments to achieve a balance must be based on the principles underlying the international treaties on narcotic drugs: solidarity and collective responsibility of the international community, precedence of control over economic interests, restriction of production and manufacture to medical and scientific requirements, and respect for the legitimate interests at stake, particularly those of the traditional producers which are making heavy sacrifices to guarantee effective control.

## CHARACTERISTICS OF, AND TRENDS IN, THE ILLICIT MARKET

49. The basic objective of the international drug control system is to limit consumption solely to medical and scientific purposes within a framework of organized production and trade control designed to achieve this objective, and hence to lead to a balance between global licit supply and demand. It must be recognized, however, that this objective has been achieved only partially because of the existence of a substantial illicit market in which traffickers, motivated by enormous profit potential, exploit human weakness by bringing together consumers of illicit narcotic drugs and psychotropic substances and producers who illegally manufacture these drugs and substances.

50. The effectiveness of the international control system therefore depends on the ability of all States to supervise the licit movement of drugs and to endeavour to eliminate the illicit production, trafficking and demand. A study on the licit movement of drugs appears elsewhere in this report and in the four other documents 14/ published by the Board which supplement this report. The following paragraphs will therefore be devoted in particular to the characteristics of, and trends in, the illicit market.

### Opium and opiates

51. Uncontrolled or illicit poppy cultivation for the production of opium or opiates exists almost exclusively in South-East Asia (Burma, Thailand and Lao People's Democratic Republic), the Middle East (Afghanistan and Pakistan) and Mexico.15/ Minor illicit cultivation has also been reported in Egypt and the Lebanon.

52. It is difficult to assess even approximately the total amount of illicit opium production worldwide. Seizures of opium, morphine and heroin reported for the world as a whole in 1976 amounted to nearly 84 tons of opium equivalent.16/ Seizures obviously represent only a small part of the real volume of traffic.

53. A substantial part of the opium produced illicitly in South-East Asia and the Near and Middle East is consumed locally, or in adjacent or neighbouring countries. Thus, opium addicts in Pakistan would appear to consume most of the opium produced in that country, while "non-registered" Iranian addicts would appear to receive the bulk of their supplies from illicit production in Afghanistan and Pakistan. Similarly, in South-East Asia, the main consumers of illicit poppy cultivation are the peoples of Burma, Thailand and Laos. The incidence of local consumption has until now been relatively small in Mexico; local illicit production is almost exclusively trafficked to other countries.

54. With the exception of the traffic in morphine sulphate tablets from Pakistan,17/ there has been no significant traffic in morphine itself for some years although it is still abused in some countries. It has become increasingly uncommon for morphine, as an intermediate product in the manufacture of heroin,

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14/ See foot-notes 1 to 4 above.

15/ An analysis of the situation in each of these countries is contained below in the section entitled "Analysis of the world situation" (paras. 82 to 155).

16/ Complete information for 1977 was not available when this report was prepared.

17/ See paragraph 96 below.

to be transported over long distances for processing. Instead traffickers have increasingly tended to convert directly into heroin closer to the illicit poppy growing areas. This is the case not only in Burma, Thailand and Mexico, but also along the eastern frontier of Iran and, possibly in Pakistan. However, this pattern could change. For example, French traffickers, early in 1978, attempted to resume heroin manufacture at La Ciotat, a coastal town near Marseilles. This attempt was thwarted by the French law enforcement agencies which dismantled a clandestine laboratory and seized 35 kg of morphine base which might well have originated in the Near and Middle East.

55. The general trend in heroin traffic has been upward since the late 1960s, with a temporary decline from 1972 to 1974 as a result of the measures taken by the Turkish and French Governments, in co-operation with other Governments and the United Nations, to eliminate supplies of raw materials and the manufacture of, and traffic in, heroin. Other sources and routes have emerged since that time.

56. South-East Asia, the main consumer of the heroin locally produced, is also the most important source of heroin destined for Western Europe. It appears, however, that the flow of this traffic has been contained for the time being as a result of active enforcement in both regions supported by increased co-operation between the two regions' enforcement agencies. It is still too early to know whether this relative stabilization will be maintained in the future.

57. As indicated in the Board's last report, a new and significant development appeared during the second quarter of 1977 when seizures were made in Western Europe of small quantities of heroin smuggled from the Near and Middle East; these were followed by seizures of larger quantities towards the end of 1977. This disquieting trend is undoubtedly due to the abundant supply and ready availability of opiates, particularly in Afghanistan and Pakistan, and probably also in the Lebanon, albeit to a much lesser extent. Indeed it may lead to a deteriorating situation both within the region and worldwide. During the latest meeting of the Sub-Commission on Illicit Traffic and Related Matters in the Near and Middle East (September - October 1978), the participants reviewed this question and expressed concern at the emergence of this new trend. However, it was not possible to identify the source of this "Middle East heroin". Further investigations, therefore, appear to be required.

58. In North America most of the heroin for the addicts in the United States of America still comes from Mexico, even though the Mexican Government is continuing to wage a determined campaign for the eradication of illicit poppy crops mainly by means of herbicides. In the 1977 campaign nearly 9,000 hectares were destroyed. The sharp decrease in the purity of heroin on the illicit market in the United States of America reflects the success of this campaign in Mexico.

59. In the world as a whole, there has thus been no reduction in illicit production of opium and opiates during the current year. On the contrary, production appears to be increasing. Some progress has admittedly been achieved in some countries, but the financial incentives for the traffickers and the pressures of illicit demand are such that the elimination of one source of supply may cause a temporary disruption for the traffickers but is quickly replaced by another.

60. Moreover, the Board wishes to affirm, as it already did in its reports for 1975 18/ and for 1977 19/ that, in its view, the possibility of so-called "pre-emptive buying" of illicitly produced opium or similar arrangements as a supposedly preventive measure against illicit trafficking would not only delay a

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18/ E/INCB/29, paragraphs 20 to 23.

19/ E/INCB/37, paragraph 2.

final solution but would also be contrary to the spirit and provisions of the 1961 Convention. These arrangements which would unduly grant to an illicit and uncontrolled production operation the status of licit production would not in fact lead to any reduction in the quantities of opium available for illicit purchases. On the contrary, this policy could well have the effect of encouraging growers to increase their illicit production in order to satisfy both the demands of the traffickers and those of buyers whose purchases would be supposed precisely to prevent the opium from finding its way into the illicit traffic. For all these reasons the Board continues to oppose such a practice.

61. It therefore appears that the elimination of illicit supply in a particular "producing" country, although indispensable, is insufficient unless it is accompanied simultaneously by parallel measures in all the other "producing" countries, as well as by measures to reduce illicit demand in the "consuming" countries, and by energetic action to combat the illicit traffic. In other words, in the absence of simultaneous action at the national level and at the regional and international levels, on the three aspects of the problem caused by opium and opiates on the illicit market, no real and hence lasting progress can be made.

### Cannabis

62. Within the general context of the upward trend in traffic in cannabis and cannabis products, 1977 stood out as a year of unprecedented increase, even though complete information for the year is not yet available. The increase in the total volume of seizures was accompanied by an increase in the average quantity per seizure and by more seizures of concentrated forms of the drug (such as "Thai" or "Buddha" sticks, resin, liquid concentrate etc.).

63. In 1977, the sum seizures (2,273 tons) reported by three countries alone - Colombia, United States of America and Mexico - exceeded the world total for cannabis seizures (1,747 tons) reported in 1976. Similarly, individual seizures of several tons of cannabis have become common and, according to ICPO/Interpol, the average quantity per seizure of international significance increased from 16 kg in 1973 to 115 kg in 1977. In addition, seizures of cannabis resin and liquid cannabis have continued to increase. As stated above, the seizures give only a very imperfect idea of the actual volume of traffic which is undoubtedly considerably greater. Moreover, since the illicit demand for cannabis is known to be enormous, the problem can be said to have reached vast dimensions.

64. The Board has already had an opportunity to consider and express its views on this question in its last two reports.<sup>20/</sup> It will therefore not repeat them here. It wishes to stress, however, that determination is now too frequently giving way to hesitation, or even to a laissez-faire attitude. It is as if public opinion in certain countries has become so accustomed to living with the drug problem in general, and with the cannabis problem in particular, that it has almost resigned itself to considering the latter problem more and more as a phenomenon made commonplace by the impressive number of users. However, in some countries where cannabis is widely misused, it is reported that it causes industrial accidents and that it competes with alcohol as a principal factor causing fatal road accidents. The preliminary conclusions reached by researchers are far from dispelling the misgivings concerning the prolonged use of cannabis. The Board urges that research on the health consequences of cannabis abuse be intensified, particularly as it relates to long-term effects. It notes that research undertaken to date raises the possibility that cannabis produces lasting harmful effects.

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<sup>20/</sup> E/INCB/29, paragraphs 24 to 28 and E/INCB/37, paragraphs 9 to 15.

## Coca leaf and cocaine

65. The only two countries in which coca bush cultivation is authorized at present are Bolivia and Peru. As producers of coca leaf, these two countries are also the main consumers. The statistics supplied to the Board show 21/ that only a minor part (about 5 per cent) of the reported quantities of coca leaf produced is used in industry for the licit manufacture of cocaine (the two main manufacturers of which are Peru and the United States) and for the extraction of alkaloids-free flavourings used in certain beverages. Practically all the coca leaves produced are therefore used for chewing or other non-medical purposes, including the illicit manufacture of cocaine. There has been little change in this situation for a number of decades except for the increasing abuse and illicit trafficking in cocaine and coca-paste in recent years.

66. In Peru and Bolivia, most coca leaf production is derived from plots belonging to small farmers. The growers' income does not, however, appear to depend entirely on this product, since they generally grow other crops at the same time. In view of the economic and social conditions of large sectors of the indigenous population, however, coca leaf is a crop for which there is always a market, since, in a part of this region at least, it has the reputation of alleviating the symptoms of mountain sickness and lack or insufficiency of food.

67. In these circumstances coca cultivation cannot be eliminated in the immediate future. Although government taxes on coca leaf appear negligible in relation to total budget receipts, the social, economic and political aspects of the problem are such that, despite all the declarations of intent, no decrease in cultivation has been recorded. The raw material is in fact so abundant that one might fear that the illicit traffic in cocaine could further increase.

68. Seizures throughout the world since 1973 show that the traffic in cocaine, although less widespread geographically, has reached a high level comparable with the traffic in heroin, and, in terms of weight, may even be greater. Cocaine is manufactured clandestinely, not only in the two coca-leaf producing countries, but also in some neighbouring countries, particularly Colombia and Ecuador.

69. Illicit demand for cocaine continues to be greatest in the United States of America and Canada, but traffic with Europe appears to be increasing, the most affected countries being Spain, Italy, France (where substantial seizures were made this year) and the United Kingdom.

70. Lastly, WHO and the competent national authorities have reported a very disturbing new trend which appears to be growing in Peru and Bolivia, in which "coca paste" mixed with tobacco or cannabis is smoked by an increasing number of people. This new habit may well become part of the common practice of multiple drug abuse encountered in urban areas. If the abuse of "coca paste" were to attract widespread interest the product could easily be available and generate international trafficking. This form of abuse has particularly dangerous health consequences. Therefore the Board is concerned about this development and appeals for vigilance on the part of the authorities.

71. The persistent problem presented by coca leaf, coca paste and by cocaine, complicated by the emergence of increased and new patterns of use, can be effectively attacked only in a broad context. Socio-economic aspects must be

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21/ It should be noted, however, that since returns are based solely on the quantities on which a State tax has been levied, only a part of the total amount harvested is reported to the Board.

taken into account when considering the question of the desirable reduction in supply. Despite the enormous obstacles, however, it is essential that the campaign should be begun in earnest as soon as possible, particularly as ultimate success can only be achieved in the long term. This is necessary not only to protect the interests of the local population, but also those of the international community because of the growing quantities of cocaine flowing into the international illicit traffic. This traffic must therefore be combated energetically. In addition, measures to reduce and prevent illicit demand must be undertaken or increased quickly, since the potential for illicit cocaine manufacture is so great that this course may offer in the short term the most effective means of combating the coca leaf and cocaine problem.

#### Psychotropic substances

72. The place occupied by hallucinogens, stimulants and depressants of the central nervous system during the past 20 years in the arsenal of drugs giving rise to abuse is a cause of growing concern. This development, which was masked by the increasingly widespread use of a number of these substances for therapeutic purposes, at first went unnoticed. Very quickly, however, the abuse of some psychotropic substances assumed epidemic proportions in certain western European countries and North America, and gradually spread to other regions.

73. After a slight decline in 1976 in relation to 1975, seizures of hallucinogens increased appreciably in 1977, although it appears that the abuse of, and traffic in, these substances are distributed very unevenly among the various regions of the world. Thus, the level of LSD abuse appears to be relatively stable in North America and Western Europe (two very large clandestine laboratories were destroyed in the United Kingdom in March and December 1977), whereas the authorities in certain South American countries have noted an increase in traffic in this substance. In the United States of America, the abuse of phencyclidine (PCP), manufactured clandestinely from substances that are easy to obtain legally, has reached proportions which give rise to justified alarm, especially since this substance can easily be synthesized.

74. At the world level, the illicit traffic in, and abuse of, stimulants, particularly amphetamines, have grown appreciably. In North America (United States and Canada), the illicit market is mainly supplied by clandestine manufacture. Clandestine laboratories have also been discovered in South America, where amphetamine abuse is considered to be a major problem in several countries. In Western Europe, the abuse of, and traffic in, amphetamines appear to be on the increase. Substantial seizures of amphetamines continue to be made in the Nordic countries, particularly Sweden; clandestine laboratories have been discovered in the Netherlands, the Federal Republic of Germany and the United Kingdom, while Spain and Portugal have reported seizures of substances diverted from licit sources. It is always difficult, however, to assess precisely the proportion of amphetamines on the illicit market which originate from licit manufacture. Even in Africa, which is relatively free from drug abuse, the abuse of stimulants appears to be increasing.

75. The abuse of depressants of the central nervous system remains at an alarming level. The largest seizures have been made in the Americas, where deaths due to overdoses of these substances, particularly barbiturates, have also occurred. In the United States of America, a large proportion of the barbiturates entering the illicit market still originates from licit sources. However, efforts are being made to restrict the use of these substances in medicine and during 1977 there was a decrease in the number of deaths due to overdoses of barbiturates in this country. Several South American countries and Mexico have reported an increase in cases of abuse of tranquillizers, particularly benzodiazepines (which are so far

only under national control). The abuse of methaqualone, frequently in association with diphenhydramine, (Mandrax), has been reported in many countries throughout the world; in Egypt, for example, considerable quantities of this substance, apparently originating from Switzerland, were seized in 1977, while over a ton of methaqualone, apparently originating from the Federal Republic of Germany, was seized in a single case in 1978. In South Africa, it was found that large quantities of methaqualone manufactured for licit purposes had been diverted to the illicit traffic, and this has prompted the authorities to exercise even stricter control over this substance.

76. Thus, the situation with regard to psychotropic substances is serious and should not be allowed to deteriorate further. The Board therefore reiterates the great importance it attaches to the prompt ratification of the 1971 Convention by all States, and particularly by the major manufacturing countries. Pending formal adherence, all Governments, and in particular manufacturing and exporting countries, should establish and carry out strict national control measures for psychotropic substances. In the meantime, they could collaborate in the Convention's implementation by sending complete information voluntarily to the Board. The failure of even a single country trading in these substances to carry out the provisions of the Convention is sufficient to jeopardize the effectiveness of the internal control measures of the other countries, no matter how sound those measures might be.

#### Financial operations connected with the illicit traffic

77. Such operations, which involve considerable financial sums and huge profit not only constitute the basis for the spiralling illicit traffic, but also have serious adverse economic, social and political consequences, particularly in certain developing countries. Many Governments are concerned about this situation and several have taken administrative or legislative measures, or are considering strengthening such measures, in order to enhance their ability to detect and curb these operations.

78. In recalling articles 35 and 36 of the 1961 Convention, as amended by the 1972 Protocol, and Council resolution 2002 (IX) of 12 May 1976, the Board recommends that governments should give increased attention to this question, by promulgating the necessary legislation, in cases where this has not already been done, and by co-operating more closely with one another, particularly with regard to the exchange of information. It would be desirable for Governments, if necessary through international agreements, to envisage submitting to stricter investigation the movement of capital which is essentially destined for the finance of international trafficking, thereby making it possible to identify the financiers who are the real organizers of the traffic.

#### Co-operation among States in the fight against illicit traffic in narcotic drugs and psychotropic substances carried out by ships on the high seas

79. The chartering of ships by traffickers for the transport of large quantities of drugs is not a new development. In the South China Sea trawlers have, until recently, transported opium illicitly between Thailand and the Territory of Hong Kong. In other regions of the world, and especially in Western Europe, substantial quantities of cannabis or cannabis resin and other drugs are periodically seized in the course of thorough inspection of certain ships in harbours. More recently, considerable quantities of cannabis have been seized on board ships sailing between North and South America. Moreover there are certain indications that traffickers may also have recourse to this mode of transport in the South-West Pacific.

80. This problem is, however, further complicated in the case of ships engaged in drug trafficking on the high seas. Without underestimating the juridicial complications raised by this question, the Board appeals to Governments to co-operate with one another in actively looking for solutions to thwart the schemes of traffickers who take advantage of the rules of maritime trade to violate with impunity international conventions on narcotic drugs and psychotropic substances.

81. The Board wishes to draw the attention of the States concerned to the fact that during the sixth session of the Third Conference on the Law of the Sea, in July 1977, a text had been issued to this effect.22/

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22/ A/CONF.62/WP.10 [Article 108 in Section I (General) of Part VII (High Seas).]

## ANALYSIS OF THE WORLD SITUATION

82. 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.

### NEAR AND MIDDLE EAST

#### Afghanistan

83. Illicit cultivation of the opium poppy which now takes place in at least 14 out of the 29 provinces of Afghanistan has been on a sharp upward trend for the last several years. Not only are many poor farmers involved but also many of the richer ones who own irrigated land and practice double or even triple-crop farming. The amount of opium currently produced illicitly makes Afghanistan one of the leading producers of opium in the world for the illicit market. The ready availability of large quantities of opium raises the spectre of heroin manufacture there.

84. The upward trend in illicit poppy cultivation and opium production is a result of firstly, the fact that the Government of Afghanistan has not so far enforced its prohibition on poppy cultivation, and secondly, the consistent and strong demand for opiates in the international illicit market particularly in the Middle East and Western Europe. Furthermore, the partial success of law enforcement in restricting illicit outflow of opiates from South East Asia has led traffickers to have more recourse to the Afghan source.

85. The implications of the present situation are grave for both Afghanistan and the world community. Understandably, the Government faces many problems and constraints in combating the problem. In the circumstances, the Board and the world community at large take note of the recent re-affirmation by the Government of its intention to fight drug abuse.

86. It is understood that among the initiatives being considered by the Government are land reforms, crop substitution and other integrated rural development activities. These, in parallel with law enforcement, could help to persuade farmers to turn to the cultivation of commercial crops other than the opium poppy. The Government has expressed a desire and willingness to accept United Nations and other multilateral assistance. This is at present being studied with UNFDAC which is already providing assistance in a drug dependence prevention and treatment project as well as in law enforcement. The latter project, running for the fourth consecutive year, has yielded valuable results and its continuation in the future will be essential.

87. It is hoped that a consistent and determined policy will evolve from the express desire of the Government to act on the drug abuse problem and the concrete actions that should follow are therefore expected with interest. Continued strong support from the international community should be given to the Government in its endeavours. For its part, the Board hopes to continue its dialogue with the authorities in this same spirit.

#### Iran

88. Iran's great effort on illicit demand reduction continues to be based on opium maintenance for addicts over 60 years of age and treatment and rehabilitation for younger addicts. Notwithstanding an apparently sound organizational base and rational plans and policies for implementing these programmes, many serious problems persist. Despite stricter controls, more than 50 per cent of some 160,000 registered addicts are said to be under 60 years of age. The number of unregistered addicts is at least as large as that of registered ones. Tens of thousands of young heroin addicts constitute the hard core of the problem of treatment and rehabilitation. However, considering that co-ordinated and centrally directed action was initiated comparatively recently a measure of progress has already been achieved in laying down a sound organizational base for systematic and progressive future action, especially in enlarging the availability of prevention and treatment and rehabilitation programmes to all affected areas in the country.

89. The other serious problem, which at the same time undermines the demand reduction effort, is that of illicit traffic and illicit heroin manufacturing in the country. An important factor in this respect is the location of Iran in a region of prolific illicit opium production. In addition to making opiates easily available to Iranian addicts, it has now turned Iran into a prominent transit point in the increasing flow of opiates from the Middle Eastern region to the European region. The possibility of illicit heroin manufacturing in Iran for the international traffic from opium produced in the region cannot be excluded.

90. The Government is taking vigorous steps to strengthen its own law enforcement organization to cope with this emerging situation and is co-operating with neighbouring countries in enforcement action. Intensified co-operation and collaboration is essential not only among countries within the region but also among all other countries affected.

#### Lebanon

91. The Lebanon has for a long time been an abundant source of cannabis and cannabis resin for the international illicit traffic. With international assistance - including assistance from the Fund, it started gradually to eradicate the illicit cultivation of this plant by encouraging growers to replace it, in particular by the sunflower. However, the events of 1975-1976 put an end to this programme, at the very time when it was beginning to yield results. Since then, the situation has worsened considerably and the Baalbek-Hermel area is more involved than ever in the illicit and lucrative cultivation of cannabis. Taking advantage of the temporary abeyance of State authority, the drug traffickers have also introduced illicit opium poppy cultivation into the area.

92. Since 1977, however, the law enforcement agencies have again started to make significant seizures of cannabis, liquid cannabis, cocaine, amphetamines, opium, morphine base and heroin. They have destroyed a clandestine laboratory for the manufacture of heroin. The diversity and amounts of the drugs seized highlight the extent of the problem and the increasing attention paid to it by the authorities. In addition, during 1978, opium poppy crops have been destroyed in the Baalbek-Hermel area. The authorities should further pursue this activity with the utmost determination.

93. It is also essential to end the traffickers' control of the areas of the illicit cultivation by initiating as soon as possible a programme aimed not only at combating the illicit traffic, but also at replacing these crops which, in fact, constitute the heart of the problem. Despite the other serious difficulties with which the Lebanese Government is confronted, the Board hopes that it will nevertheless pay close attention to this question. In addition, it requests that those regional and international organizations in a position to provide assistance give particular consideration to requests from the Government.

### Pakistan

94. Over the last several years Pakistan has developed a significant capacity to do sustained and systematic work on the whole range of drug control problems. This can be directly attributed to the Government's consistent anti-drug abuse policy and to the active role played by the Pakistan Narcotics Control Board in carrying out this policy.

95. The two important accomplishments to date are: the development of co-ordination between federal and provincial anti-narcotic activities and of a credible law enforcement presence in the country. It is also encouraging to learn that the comprehensive drug legislation, which has been pending for several years, may now be enacted.

96. Despite this progress many serious problems remain. One of the most worrisome is the nature and extent of traffickers' involvement in the spiralling international trafficking in opiates originating in the Middle East. Substantial quantities of morphine sulphate tablets made from locally produced opium continue to be illegally exported. It follows that within Pakistan it is not excluded that traffickers may also already be active in the illicit manufacture of heroin to supply the external traffic. This in turn could very well stimulate an increase in the illicit and uncontrolled production of opium in Pakistan.

97. These possible ramifications have generated great concern especially among West European countries as reflected in the Middle East/European Meeting of Heads of Drugs Enforcement Agencies organized in Islamabad by Interpol in June this year. <sup>23/</sup> The Board reiterates the urgent need for the closest co-operation between the law enforcement authorities of Pakistan and those of other countries concerned.

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<sup>23/</sup> See paragraph 124 below.

98. On the national plane the authorities are attempting to reform the existing system of opium distribution for quasi-medical use through licensed "vends". In this connexion, the authorities are undoubtedly aware that in accordance with the reservations entered into under article 49 of the 1961 Convention, Pakistan is obliged to abolish the quasi-medical use of opium by 13 December 1979. The issues involved in this question are complex. The Board is ready to provide assistance in this matter. The Board also reaffirms its recommendation that the authorities pay the closest attention to the effective control of the licensed opium production.

99. The Fund is providing valuable assistance in a multi-sectoral drug abuse control programme in Pakistan. The Board believes that the international community and particularly the countries affected by the international trafficking originating in the Middle East, will wish to assist Pakistan in the wide range of drug control activities in which it is engaged. Ultimately, however, prospects for long-term gains will depend on the Government persisting in its efforts and maintaining the existing momentum.

#### Turkey

100. For the fourth consecutive year, the harvest of unlanced poppy straw 24/ has been gathered under effective control. The Turkish Government is continuing to reinforce and modernize the control system which it has introduced in order to prevent any possibility of diversion from licit crops. Persons who attempt to lance capsules are severely punished. With the assistance of UNFDAC, an aerial surveillance and detection system is being established and should become fully operational during the 1978/1979 crop year. This will undoubtedly make it even more difficult to evade the law and will, if necessary, enable the authorities to take very speedy action.

101. In addition, control measures are being further tightened, with United Nations assistance, to enable the authorities to put greater pressure on Turkish and foreign traffickers who are transporting large quantities of cannabis from the Near and Middle East through Turkey to Western Europe. Such action is all the more necessary in view of the increasing tendency to use Turkey as a transit country for the smuggling of heroin originating in other countries. As the Board has noted previously, a number of Turkish nationals working abroad have been used by traffickers to carry not only cannabis but also, more recently, heroin which has been smuggled into Turkey, and through to the European countries where they are temporarily residing. The Turkish authorities are concerned and are endeavouring, at the national level and in collaboration with the Governments affected, to take measures to stem this transit trafficking.

#### EAST AND SOUTH EAST ASIA

##### Burma

102. Despite the Government's energetic measures to combat drug abuse Burma remains a major source of opiates for the international illicit traffic. Within Burma drug addiction is increasing, particularly in urban areas, because of widespread internal trafficking and ready availability of heroin, including heroin of high purity (No. 4). It is likely that registered addicts, who

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24/ See paragraph 47 above.

exceeded 25,000 at the beginning of this year, represent only a small percentage of the total number of addicts. Nevertheless the Government's programme to combat abuse is relatively new (1974) and the limited results obtained at this stage should not discourage the Government from continuing to develop a consistent and systematic effort. It is noted that substantial assistance primarily in the form of equipment and supplies, is being provided by the Fund as well as by bilateral sources.

103. The Government is pursuing vigorously its campaign to destroy opium poppy cultivation. Parallel with this, an income substitution programme assisted by the Fund has been started to encourage farmers to abandon poppy cultivation. Most farmers are now aware that unlicensed cultivation is prohibited by law 25/ and subject to destruction. Nevertheless, many of them, traditionally reliant on the poppy as a cash crop, still attempt to cultivate it in the more remote areas while overt cultivation persists in the areas where there is no effective government control.

104. Interdiction of trafficking particularly in the Shan State and destruction of heroin refineries continue to have a salutary effect in inhibiting the flow of opiates into the international illicit traffic. These activities will become more effective as growing understanding and co-operation between the Burmese and Thai Governments develops. There are indications that traffickers may be diversifying smuggling routes, such as by transporting drugs overland north to India and south to southern Thailand, or shipping drugs from Rangoon to Northern Peninsular Malaysia. The Burmese authorities will no doubt take the necessary action to forestall such attempts.

105. Over-all, there has been progress in the Government's endeavours which are commendable. It is hoped that the situation will further improve and sustained support from the international community will continue to be necessary.

#### Malaysia

106. Malaysia 26/ provides one more example of the contagion of drug abuse when illicit traffic passes through a country. Fortunately, the Government is taking vigorous action to meet the drug abuse situation.

107. It is also putting greater emphasis on law enforcement to increase the effectiveness of action both against internal and transit trafficking and to prevent heroin manufacturing especially in the northern part of the country near the Malaysian/Thai border. At present, these remain serious problems for Malaysia with potential serious repercussions for the international community. Both the Malaysian and Thai authorities are co-operating in countering these problems at their border areas. Further improvements to the present drug legislation are being considered to make it even more effective.

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25/ Licit cultivation of the poppy is still permitted in some 16 townships of the Shan State to produce opium under license for sale to the Government for local medical and scientific uses. In 1976, 323 hectares were so licensed.

26/ This report relates mainly to West or Peninsular Malaysia. The drug abuse situation in East Malaysia is reported to be not serious.

## Lao People's Democratic Republic

108. Since the Board's last report was published, little new information has been obtained on the drug control situation in the Lao People's Democratic Republic. This is due in particular to the fact that the information required under the treaties is not being provided, despite the Board's repeated requests. It is to be hoped that the Government will soon remedy this situation. The Board is always ready to assist in the training of officials responsible for preparing the necessary reports and has already extended an invitation for this purpose.

109. In the meantime, it would be desirable that the Government should continue its efforts to persuade poppy farmers to take up other agricultural activities. The Board is fully aware of the difficulties which have to be overcome, having had an opportunity to send a mission to the country in 1976. The Board is also aware that there is no lack of goodwill on the part of the Government, and that it will want to continue - either alone or, if it so wishes, with United Nations assistance - the action which it has already initiated. The Board hopes to pursue the dialogue begun with the Government in 1976, and plans as soon as possible to take initiatives in this respect.

## Thailand

110. The firm commitment of the Thai Government to fight drug abuse continues to be borne out by its actions. Among these, are the establishment within the Prime Minister's Office of the new Office of the Narcotics Control Board which has wide powers to co-ordinate and deal with all aspects of drug abuse control; the growing understanding with the Burmese Government on anti-narcotic matters; and the increasing emphasis on programmes of preventive education, treatment and rehabilitation, and research relating to drug abuse epidemiology.

111. Steady pressure on drug traffickers has been maintained. The effectiveness of enforcement action is enhanced by training given to Thai enforcement agencies all over the country by the Government with its own resources. Encouragement given by Thai authorities to the growth of a "foreign anti-narcotics community" in Thailand contributes much to growing inter-regional co-operation in drug enforcement. New drug legislation, which inter alia, would provide for more severe penalties for drug offences is reportedly being considered for approval.

112. Despite this general progress, however, the task which lies ahead remains enormous and difficult. Therefore increased effort and resources will be required for a long time to come.

113. The Thai/UN pilot crop substitution project has proven to farmers that the replacement of the opium poppy by other commercial products of equal or better value is feasible, although at present there are still some difficulties with the marketing of the latter products. The Government, this year, is in the process of taking over the on-going activities of the project from the joint Thai/UN team. The success of this project is of great significance not only for Thailand but also for other countries in similar circumstances and with a similar environment where farmers' livelihood is dependent on cultivation which yield narcotics or narcotic raw materials. Thus, when a Government is determined to take action, where necessary with the support of external assistance, it is possible to introduce an acceptable alternative for farmers. The experience gained from this project should be shared with other countries.

114. For Thailand itself, the results of the Thai/UN pilot project for farmers of thirty opium-producing villages is being applied in an ambitious concept plan of cropping pattern and community development for the whole of northern Thailand. The Government intends, for a start, to implement the programme for one of the six watershed areas into which northern Thailand is divided. The Fund is prepared to carry on its catalyst role of advising the Government and helping it to obtain the necessary external assistance. In this regard, other international development and financial institutions and agencies such as the UNDP, the World Bank, the Asian Development Bank and the International Trade Centre should play a full part. As for the international community, there is every reason to continue to provide bilateral resources to support the Government's endeavours.

#### Territory of Hong Kong

115. There are indications that illicit trafficking and heroin manufacturing may be on the rise again in Hong Kong and this could threaten the stable situation achieved through the consistent and steady pressure of law enforcement in the last few years. Substantial quantities of heroin and morphine have been seized in the first six months of this year. New variations of routes for inward smuggling of drugs via relatively drug-free countries in the region such as the Philippines are being used. Seizure of a large quantity of acetic anhydride and the neutralization of four clandestine heroin laboratories in the first half of the year may herald a resurgence of greater illicit heroin manufacturing. A new development appearing from the second half of the year, is the direct and increasingly frequent illicit importation of esters of morphine which can be converted into heroin in a relatively quick and simple process. This is therefore a matter of concern. Fortunately, Hong Kong has not reverted to its previous position as a significant illicit export or transit centre of drugs as it was prior to 1976. Law enforcement authorities in Hong Kong are making every effort to prevent the recurrence of such a situation. Continuous vigilance is therefore most necessary in the unending battle against drug traffickers.

116. Hong Kong continues to carry out a number of programmes of prevention treatment and rehabilitation for its still large drug-addict population. More than 22,000 addicts have been registered. Local authorities rate their treatment programmes as having achieved considerable progress. Two favourable indicators are the apparent stabilizing of the drug-addict population and the far fewer incidents of young people in new drug addiction.

#### Nepal

117. The principal drug control problems confronting Nepal have been analysed in several previous reports of the Board. They relate essentially to the illicit production of cannabis, which gives rise to considerable international illicit traffic, the ready availability of a variety of substances on the local illicit market and the inadequate control of the licit movement of drugs. This country is not yet a party to any international treaty on narcotics or psychotropic substances.

118. The uncontrolled production of cannabis is concentrated mainly in the vast, sparsely populated mountainous region in the west of the country. The farmers through their representatives in the Rastriya Panchayat (National Assembly) are

claiming economic compensation in return for their agreement to give up the benefits which they derive from the sale of cannabis and its resin. The western region is the poorest part of the country; until now, most of the investments in economic development have been made in the Kathmandu Valley and in the eastern region. The solution to this problem will therefore not be achieved outside the general framework of the socio-economic development of the western region. As the resources which should be allocated to this activity exceed the possibilities of national financing, the Government may need multilateral assistance (from the Asian Development Bank, the World Bank, UNDP, etc.) and bilateral assistance. This presupposes that the Government will agree to accord adequate priority to drug control within any assistance programme that might be requested for the western region. Such action is wholeheartedly recommended.

119. In this connexion, UNFDAC has endeavoured to develop a pilot project of silkworm breeding to replace illicit cannabis cultivation. The rapid implementation of this project, however modest, would be of great importance since it might serve as a catalyst for the development of complementary projects which could attract financial support from external sources. The Board therefore urges the Government to give this question all due attention at the earliest possible opportunity.

120. Information is regularly requested from Nepal on the licit movement of drugs but replies are received only sporadically. If the Government so wishes, the Board is always prepared to assist in the training of the responsible officials.

## EUROPE

### Eastern Europe

121. Drugs abused originate in most cases from foreign countries but are sometimes obtained by thefts from pharmacies.

122. Some Eastern European countries continue to be the principal transit zone for cannabis and its resin smuggled from the Near and Middle East to Western Europe. This traffic concerns in particular Bulgaria, Romania and Yugoslavia. The scale of this transit traffic and the vigilance of the authorities of the countries concerned are reflected in the volume and number of the seizures which are regularly made. In addition, it would seem that some Eastern European countries have recently become a transit zone for opiates, especially heroin. There can be no doubt that the authorities are exercising the same vigilance over both this and the cannabis traffic. It is nevertheless necessary that regional and interregional co-operation continue to develop in order to curb the activities of traffickers.

### Western Europe

123. In general there has been little change in the situation in Western Europe reported last year. The illicit traffic continues on a considerable scale, which implies that the pressure of demand remains.

124. As regards heroin, the trend observed in 1977 appears to be continuing in the present year, although the situation varies from country to country. Most of the heroin seized in Western Europe still originates from South-East Asia, but heroin from the Near and Middle East now occupies a significant place, especially in the Federal Republic of Germany. It is gratifying to note that sustained co-operation has been established between the enforcement agencies of the countries of South-East Asia and Western Europe. Quite recently, in September 1978, this co-operation resulted in the dismantling of an important network of traffickers operating between Singapore and several West European urban centres, in particular Amsterdam. In June 1978, the competent authorities of Pakistan organized, under the auspices of the ICPO/Interpol secretariat, a meeting of heads of enforcement agencies of Middle Eastern and West European countries in order to give joint consideration to methods of curbing the traffic between the two regions. This traffic has mainly involved morphine sulphate tablets, cannabis and, more recently, heroin. Such meetings are wholly in keeping with the Board's recommendations on the need to increase interregional co-operation. It is hoped that all the countries concerned will make a point of implementing the meeting's recommendations.

125. Seizures of cannabis are still very substantial, while seizures of liquid cannabis are increasing appreciably; in Italy alone, over 235 kg of liquid cannabis were seized in 1977, and in each of four other countries - France, the Netherlands, the Federal Republic of Germany and Spain - seizures of more than 45 kg were made. As the Board has stated for several years now, the cocaine problem is steadily growing in the region as reflected in the increasing seizures. At the beginning of July 1978, the French enforcement agencies seized 40 kg in a single operation. This is more than two thirds of the total amount of cocaine seized in Western Europe in 1976. The abuse of, and trafficking in, psychotropic substances continue to be experienced in several countries in Western Europe. 27/

126. Though exact data on the illicit consumption of drugs are always difficult to obtain, it appears from indications such as the volume of seizures and the number of overdose deaths 28/ that drug-dependence is a serious problem in several West European countries. Most Governments are now giving higher priority to efforts to combat drug abuse, but much remains to be done.

127. All the countries of the region should pursue and intensify their efforts not only to reduce demand and wage an unremitting campaign against traffickers, but also to take an even more active part in the international campaign to reduce the supply of illicit drugs at source. In this connexion, the substantial contributions made to UNFDAC, by the Scandinavian countries using funds earmarked for development assistance, is noted with satisfaction. Other West European countries could follow this example.

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27/ See paragraphs 72 to 76 above.

28/ In the Federal Republic of Germany, for instance, such deaths, due mainly to heroin, have been steadily increasing for some years: 188 in 1975, 325 in 1976 and 390 in 1977.

## NORTH AMERICA

### Canada

128. Drug abuse in Canada has been a serious problem for a number of years and appears to be growing. Heroin is considered the most harmful drug in terms of health and social consequences while cannabis is the most widely abused. Cocaine is rapidly emerging as one of the most pressing problems. A wide range of psychotropic substances, obtained by traffickers by means of thefts from pharmacies, illicit manufacture and through illicit imports, is also available to abusers. Multiple drug abuse has become a frequent pattern.

129. The Government continues to attack vigorously its drug abuse problems. Drug treatment and rehabilitation programmes are given high priority. Activity against the illicit traffic has also been intensified. Canada co-operates closely with other governments and participates actively in international drug control activities.

### Mexico

130. The momentum in the campaign against drug abuse in Mexico continues to be maintained with the strong commitment of the Government. Organized large-scale eradication of opium poppy and cannabis cultivation in its third consecutive year continues to have important results in restricting the availability of drugs in the international illicit traffic, particularly in the illicit supply of heroin to the United States of America, <sup>29/</sup> the biggest market for Mexican heroin. This very success has prompted Mexican and United States enforcement authorities to be more alert to the possibility that traffickers may resort to importing heroin from other external sources, especially from South East Asia or the Middle East, in order to continue supplying the North American market.

131. In order to pursue the eradication campaign to a successful conclusion in the long term, the Government is presently reviewing an economic and social study designed to develop alternative sources of income for poppy farmers in the poorer and more remote regions.

132. As regards the drug abuse situation, it appears that drugs are more widely used among young people between 14 and 21 years of age. Cannabis is by far the most abused substance while amphetamines and depressants of the central nervous system are abused to a much lesser extent. Heroin is still reported to be seldom used. The Government is concerned about any further worsening of the situation. Emphasis is made on epidemiological studies, research, prevention and treatment and rehabilitation programmes.

### United States of America

133. It would seem that in the country as a whole there has been some stabilization in heroin abuse, and perhaps even a decline, although the problem continues to be serious. Deaths due to heroin overdoses decreased sharply in 1977 in relation to 1976. Heroin would appear to be less readily

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<sup>29/</sup> See paragraph 58 above.

available on the illicit market, and this may increase demand for substitutes. The traffic in cocaine continues to increase, although the authorities consider that this substance still constitutes, at least for the time being, a danger limited to restricted circles of users, mainly because of its high price. The traffic in cannabis remains substantial and its use occurs at all levels of society and with increasing frequency; while marihuana is most abused, more potent forms of cannabis are also used in some cases. The use of certain psychotropic substances, especially barbiturates, is causing justified concern. 30/ The large volume of seizures and the striking number (more than 100) of clandestine laboratories manufacturing stimulants or hallucinogens destroyed in 1977 illustrate both the efficiency of the enforcement agencies and the magnitude of the problem created by the illicit use of psychotropic substances. It is generally considered that the 1971 Convention will soon be ratified, since it is well known that the Government of the United States has long been convinced of the need for co-ordinated sustained efforts to achieve effective control of psychotropic substances not only at the national level but also at the international level.

134. The Government's overall drug abuse control policy, the broad outlines of which were described in the Board's last report, continues to be based on the President's message to Congress in August 1977. The two fundamental objectives of this policy may be summarized as first, to reduce the health and social consequences of drug abuse, and second, to reduce all illicit consumption of psychoactive drugs, since widespread illicit use can only harm the interests of society.

135. The whole range of activities carried out by the competent authorities, from control measures to research, has been reorganized and extended. The Strategy Council set up in 1972 to devise a co-ordinated plan for long-term global action on all aspects of the problem created by drug abuse has been reactivated. The fact that co-ordination of policy on drug abuse control has been centralized within the White House, under the responsibility of the Executive Office of the President, clearly demonstrates the importance attached by the Government to this question. The Board therefore welcomes the impetus thus given to the campaign both in its national and international aspects.

#### CENTRAL AND SOUTH AMERICA

136. Drug abuse exists, in varying degrees, in virtually all of the countries of Central and South America. During the last several years, trends show that drug abuse has taken on serious proportions in some countries. Cannabis is generally abused in the whole region while cocaine, barbiturates, methaqualone and tranquillizers are increasingly misused especially by the youth in urban centres. Multiple drug abuse is becoming frequent. Mention has already been made of the new and dangerous phenomenon of coca paste abuse in a number of countries. 31/ Traditional coca leaf chewing still occurs among large segments of the indigenous population in Bolivia, Peru, and also, to a lesser extent, in Argentina, Brazil, Chile, Colombia and Ecuador. To date, opiates abuse has been rarely reported. In general, much epidemiological information is needed before the real dimensions of the abuse problem can be known.

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30/ See also paragraphs 72 to 76.

31/ See paragraph 70 above.

137. Drug abuse in this region is undoubtedly aggravated by the problems of illicit cultivation, production and traffic. Long coastlines and the topography pose formidable problems for law enforcement authorities. Many countries of Central and South America as well as a number of islands in the Caribbean area, such as the Bahamas, Jamaica and Netherlands Antilles are increasingly being used as transit points for the illicit movement of cocaine and cannabis produced in South America primarily towards North America and to a lesser extent, also towards Western Europe. Psychotropic substances are mainly illegally imported, although local illicit manufacture has also been reported.

138. Awareness of drug abuse and its potential dangers has grown greatly among the governments during this decade. One significant result is that many countries have now established national agencies to combat the illicit traffic and to treat drug addicts. Efforts on a regional basis are also increasing. Ten countries of the region attended the South American Plenipotentiary Conference on Narcotic Drugs and Psychotropic Substances in 1973; 32/ the resulting South American Agreement, having been ratified by four countries, 33/ is now in force. Efforts are being made to encourage wider acceptance among countries of the region.

139. In 1978, activities in the region included: conferences on drug abuse, a mutual assistance agreement between two countries for the suppression of trafficking across common borders, and agreed arrangements concerning extradition of drug traffickers. Intensified regional co-operation will be necessary to augment the actions of individual governments.

140. The Fund has so far afforded assistance to Argentina, Bolivia and Peru, while substantial bilateral assistance is also provided to some countries of the region.

#### Bolivia

141. The main element in the drug abuse control strategy in Bolivia, one of the two major world producers of the coca leaf, is control over the production and sale of coca leaves. The data gathered from the survey of land under coca bush cultivation, based on registration of producers during May-October 1977, would help the Government to establish a programme of progressive reduction of cultivation. In this connexion, it is noted that the Government has placed a ban on new coca bush plantings on registered land as of November 1977. It appears, however, that this has not yet been effectively implemented because of certain political, social and economic difficulties. In the meantime, it is possible that in the face of a strong and internationally growing illicit demand for cocaine there may even have been increased coca bush cultivation. If this is the case, the Government should, as soon as possible, take corrective actions to prevent the problem from becoming even more intractable at a later stage.

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32/ See also Reports of the Board for 1975 (E/INCB/29, paras. 93 to 98) and 1976 (E/INCB/33, para. 17).

33/ Argentina, Ecuador, Brazil and Venezuela.

142. The data gathered in the survey mentioned above should also enable the relevant authorities in Bolivia to improve the statistical information regarding coca leaf production submitted to the Board which, as it is furnished at present, does not seem to reflect the total amount harvested. 34/

143. It is reported that some experiments are being conducted with alternative crops to replace the coca bush which would form an important basis for integrated rural development programmes in the Yungas and Chapare coca growing regions. Substantial bilateral assistance is already being provided.

144. The Bolivian National Directorate for the Control of Dangerous Substances is apparently growing in its drug enforcement capability, reflected, to some extent, in increasing seizures of cocaine in the illicit traffic and the destruction of illicit cocaine laboratories.

#### Colombia

145. Colombia faces a serious problem of widespread illicit drug production and international trafficking, a huge cultivation of cannabis and increasing manufacture of cocaine. It is dangerously exposed, in such circumstances, to the threat of serious drug abuse among its population. The Government recognizes and is strongly committed to attacking these problems which are of increasing concern to its own people as well as to the international community. The difficulties are many and complex.

146. Vigorous action against the well-organized trafficking has now been placed under a special narcotics enforcement unit headed by the Attorney General. Some gratifying results have already been obtained including, in one instance, the seizure of more than 500 tons of cannabis from traffickers. Trafficking and illicit drug production, however, are still deeply entrenched and pervasive. Nevertheless, the Board hopes for an improvement in the future if there is a continuous and strong law enforcement effort. The Government is studying measures to introduce drug legislation which will permit a more effective and comprehensive law enforcement action against all types of illicit drug activities including the spreading illicit cultivation of cannabis.

147. Recognizing the drug abuse control problem in its true dimensions, the Government is also continuing to search for ways and means to formulate and implement a general and broad-based development plan to uplift the socio-economic living standards in the regions where the farmers have come to depend on cannabis as a cash crop. It is understood that the Government is contemplating a campaign of cannabis crop eradication without causing too much hardship to the growers involved. The Board is of the view that it will be in the interest of the international community to provide, wherever possible, appropriate technical and economic support to assist Colombia in this heavy task. The Fund has already expressed its interest, having sent a mission to evaluate the situation. As a result, four concrete proposals for action have been recommended to the Colombian Government. Colombia also co-operates closely with the United States Government which is providing strong bilateral assistance.

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34/ See also footnote 21 above.

## Peru

148. The Peruvian Government took a significant step forward in drug abuse control with the promulgation of a new drug law in March 1978. The main thrust of the law is on the gradual reduction of coca bush cultivation through, among other measures, the prohibition of planting of coca bush in new areas and the conversion of the larger coca fields to other crops within three years, and on more severe penalties for illicit drug activities. Implementation of this new drug law is being entrusted to a new interministerial body assisted by police units. At the same time, the Government is stepping up its efforts, through its strengthened Peruvian Investigative Police, in the campaign against illicit drug production and trafficking.

149. Peru is the other major world source of the coca leaf providing much of the raw material for the illicit manufacture of cocaine in the international illicit traffic. The actions of the Government will, therefore, no doubt, be greatly appreciated by the world community which will have an active interest in providing both moral and material support to Peru in its pursuit of a policy of coca control and rationalization accompanied by appropriate measures to suppress illegal drug activities. The Fund is already providing assistance to Peru while bilateral assistance is also being received.

150. However, the Board notes with regret that Peru has not responded to its request for the last several years to furnish information which is necessary for the effective implementation of the international drug control system and which Peru, as a Party to the 1961 Convention, is obligated to supply.

## AFRICA

151. With the exception of Egypt opiate abuse is not important in Africa. Practically all African countries, on the other hand, report cannabis abuse and several of them (Morocco, Lesotho, Swaziland) are confronted with a difficult problem in the form of illicit cannabis cultivation, which is in fact very widespread throughout the continent. In addition, nationals of African countries are sometimes used by traffickers to transport not only cannabis of local origin, but also, in some cases, heroin between South-East Asia and Western Europe via Africa.

152. Psychotropic substances, however, are causing the greatest concern. The considerable seizures made recently in Egypt <sup>35/</sup> illustrate both the existence of internal demand and the determination of traffickers to penetrate the African continent. Several other African countries, such as Niger, Senegal, Sierra Leone, Togo and Upper-Volta, have experienced amphetamine abuse, while Senegal, Sierra Leone and South Africa also report methaqualone abuse. Moreover, Africa is also used as a transit zone in the illicit traffic in psychotropic substances (mainly amphetamines) intended for the Near and Middle East.

153. All the Governments concerned should continue to exercise the greatest vigilance with regard to the movement of psychotropic substances. Among other measures, the authorities of the countries of origin must endeavour to check the contents of suspect packages, especially in the case of large quantities, whose volume alone should attract attention; the authorities of the countries of transit and destination must carry out the same checks.

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<sup>35/</sup> See paragraph 75 above.

154. At the sixth ICPO/Interpol African regional conference held at Tunis in May 1978, the participants took the view that, although the magnitude and exact nature of the illicit traffic in drugs in Africa were still not fully known, it was nevertheless obvious that more efforts must be made in the campaign against cannabis and psychotropic substances. The conference recommended that co-ordination of drug control activities should be improved at the national level, stressed the need to provide enforcement personnel with better training, and pointed out the value of keeping the personnel thus trained in the drug control agencies. The Board, which was represented at this conference, fully endorses the participants' conclusions.

155. For its part, the Board continues to endeavour to contribute to the training of African officials responsible for controlling the licit movement of drugs. Under a training programme organized by the Division of Narcotic Drugs, one official from Malawi and two officials from Kenya were able this year to spend a week at the secretariat of the Board in order to familiarize themselves with the international drug control system. In addition, the Board's secretariat will take part in a training seminar organized by the Central Training Unit of the Division of Narcotic Drugs in the Ivory Coast in November 1978 for officials of Benin, Ivory Coast, Niger and Togo. With the financial support of UNFDAC the Board had planned to organize in December 1978 a seminar for African French-speaking officials directly responsible for the national control of the licit movement of narcotic drugs and psychotropic substances. Due to reasons beyond its control this seminar will now be held in 1979.

## CONCLUSION

156. The year 1978 is significant in the history of international drug control since it marks the fiftieth anniversary of the entry into force, in 1928, of the International Opium Convention, signed at Geneva on 19 February 1925. The history of international drug control actually began before this date at the Shanghai Opium Commission in 1909 and continued with the International Opium Convention signed at the Hague in 1912 which defined the fundamental and still valid control principles. But the progressive establishment and development of the international administrative control apparatus which we know today dates from 1929 when, under the auspices of the League of Nations, the Permanent Central Board - the predecessor of INCB, which was established under the 1925 Convention - met for the first time. The Board will therefore have been in existence for half a century by the time this report reaches Governments, the Commission on Narcotic Drugs and the Economic and Social Council.

157. This period of 50 years has been very fruitful both at the international level, since no less than nine international agreements, conventions or protocols have been drawn up and have entered into force, and at the national level, where States have gradually equipped themselves with legislation designed to regulate the licit movement of drugs and to curb illicit activities, as well as with the administrative machinery to enforce such legislation.

158. Unfortunately, the problems caused by drugs have not all been resolved, but however difficult the present situation may appear, it represents a remarkable improvement over the past. Thus, before the 1925 and 1931 Conventions began to yield results in the late 1930's, the available evidence clearly showed that enormous quantities of manufactured drugs, originating from duly authorized establishments, were available to addicts. Today, there is virtually no diversion of manufactured narcotic drugs from licit channels to the illicit traffic, even though the number of substances included within the régime of the 1961 Convention has increased.

159. By its very success however, international drug control has obliged traffickers to resort to illicit manufacture, based largely on illicit production. Both these problems must now be attacked while the illicit demand for narcotic drugs must be simultaneously reduced.

160. The spread of the abuse of, and traffic in, psychotropic substances unfortunately creates even more difficult and complex problems, since their diversion from licit sources to the illicit traffic leads to difficulties of the same nature as those which the 1925, 1931 and 1961 Conventions, through their almost world-wide implementation, have largely helped to solve in the case of narcotic drugs. The Board therefore emphasizes once more the great importance it attaches to the prompt adherence and full implementation of the 1971 Convention on Psychotropic Substances by all States.

161. Meanwhile, in a majority of countries, whether industrialized or developing, the problems associated with drug abuse continue to grow and it is clear that governments individually and collectively must make unremitting efforts to find remedies.

162. In this connexion, regional and interregional co-operation, which has been growing in the past few years, should be further intensified. Sustained efforts to combat illicit supply, demand and trafficking should be continued. The activities of traffickers and those who provide them with financial support should be vigorously repressed. The programmes aimed at reducing demand should be extended and research in this field should be developed, with the support of the specialized agencies of the United Nations.

163. In those countries where there is substantial illicit cultivation of raw materials for the manufacture of drugs by farmers with no other cash crop, income replacement programmes should be intensified, if necessary with external assistance, in support of the efforts made by the governments themselves. In this connexion, UNEDAC could, so far as its means permit, continue to participate in the initiation of pilot projects, which would subsequently be developed into expanded integrated rural development programmes financed through competent international organizations (UNDP, the World Bank, the regional development banks, etc.) and through bi-lateral assistance. In this regard it is desirable that the governments concerned with such crop replacement projects should include these as additional and integrated components in their development programmes when applying for financial and technical assistance from multi-lateral institutions. Similarly, governments, the competent United Nations organs and organizations, the specialized agencies and other international or multi-lateral financial institutions, when considering applications for development assistance from governments concerned in the progressive elimination of illicit cultivation, should give special attention as far as possible to such narcotic crop replacement programmes and projects.<sup>36/</sup> The Board also reiterates its recommendation that industrialized countries continue to support the important work accomplished by UNEDAC through contributions, including those made by means of funds ear-marked for development assistance.

164. Lastly, all governments should endeavour further to improve their national control systems. To this end, co-ordination between the various national agencies responsible for drug control might be improved. Taking due account of their constitutional, juridical and administrative régimes, States should endeavour to establish - in cases where this has not yet been done - a national agency responsible for such co-ordination.

165. It is only through constant and intensive efforts that the national and international communities, aware of the dangers confronting them and determined to play a more active part in their own defence, will achieve significant progress in drug abuse control.

(Signed) Paul Reuter  
President

(Signed) Abdelaziz Bahi  
Secretary

Geneva, 3 November 1978

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<sup>36/</sup> See ECOSOC resolution 2066 (LXII) as endorsed by General Assembly resolution 32/125.

Table I. Total "Consumption" of Drugs, higher than or equal to 100 kg.

Kilograms

Drugs	Actual "Consumption"					Estimated "Consumption"				
	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982
<u>Opiates</u>										
Codeine	163 233	156 586	151 863	153 108	152 361	(165 456)	(175 454)	(181 822)	(188 483)	(194 556)
Opium	24 502	19 264	20 484	22 224	27 407	( 25 000)	( 25 000)	( 25 000)	( 25 000)	( 25 000)
Dihydrocodeine	8 483	8 491	8 163	8 332	9 183	( 9 000)	( 9 000)	( 9 000)	( 9 000)	( 9 000)
Ethylmorphine	8 765	8 374	9 248	7 681	7 777	( 9 000)	( 9 000)	( 9 000)	( 9 000)	( 9 000)
Pholcodine	4 719	4 721	5 461	5 671	5 457	( 6 060)	( 6 333)	( 6 619)	( 6 917)	( 7 228)
Morphine	2 252	1 884	2 014	1 790	1 678	( 2 000)	( 2 000)	( 2 000)	( 2 000)	( 2 000)
Oxycodone	833	1 367	1 259	1 502	1 662					
Hydrocodone	1 001	819	976	921	915					
<u>Synthetics</u>										
Pethidine	15 069	18 446	17 686	18 803	17 408					
Trimeperidine	1 289	1 666	1 920	1 740	1 867					
Methadone	1 743	1 782	1 511	1 995	1 467					
Diphenoxylate	1 091	1 950	1 412	1 652	2 439					
Normethadone	255	219	141	242	183					
Anileridine	179	235	275	176	262					
Dextromoramide	123	116	110	94	101					
<u>Other drugs</u>										
Cocaine	830	979	965	925	831					

Note: The figures between parenthesis are approximate projections made by the Board. All other figures have been furnished by Governments.

Table II. Consumption of codeine

Kilograms

Note: The figures between parenthesis are approximate projections made by the Board. All other figures have been furnished by Governments.

Country	Actual "Consumption"					Estimated "Consumption"				
	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982
1. United States of America	33 063	34 874	36 181	43 101	44 462	46 200	49 350	52 700	55 600	58 700
2. USSR	24 290*	18 060*	16 688*	14 405*	14 402*	15 000	16 500	17 000	18 000	18 000
3. Federal Republic of Germany	14 371	14 425	14 346	12 100	11 776	(13 000)	(13 000)	(13 000)	(13 000)	(13 000)
4. United Kingdom	11 265	11 190	9 836	11 061	11 340	(12 000)	(12 000)	(12 000)	(12 000)	(12 000)
5. France	9 437	8 710	9 992	8 980	9 347	(10 000)	(10 000)	(10 000)	(10 000)	(10 000)
6. Canada	5 480	5 375	4 863	5 808	6 092	(6 214)	(6 338)	(6 465)	(6 594)	(6 725)
7. India	3 807	3 796	5 833	5 160	4 925	(5 319)	(5 745)	(6 204)	(6 700)	(7 236)
8. Spain	3 235	3 660	2 669	4 029	3 415	(5 053)	(5 660)	(6 340)	(7 100)	(7 952)
9. South Africa	2 537	2 517	2 320	3 317	3 264	(3 632)	(3 977)	(4 355)	(4 768)	(5 221)
10. Australia	3 625	3 876	3 282	3 198	3 195	(3 200)	(3 200)	(3 200)	(3 200)	(3 200)
11. Japan	2 358	2 389	2 085	2 539	2 502	(2 500)	(2 500)	(2 500)	(2 500)	(2 500)
12. Italy	3 892	3 646	3 649	1 810	2 301	(3 060)	(3 060)	(3 060)	(3 060)	(3 060)
13. Romania	1 804	1 055	1 362	1 542	2 273	(1 610)	(1 610)	(1 610)	(1 610)	(1 610)
14. Denmark	2 106	2 446	2 004	2 462	2 138	(2 230)	(2 230)	(2 230)	(2 230)	(2 230)
15. Czechoslovakia	2 013	2 229	2 286	1 956	2 034	(2 100)	(2 100)	(2 100)	(2 100)	(2 100)
16. Yugoslavia	2 095	3 387	1 664	1 398	1 817	(2 070)	(2 070)	(2 070)	(2 070)	(2 070)
17. Bulgaria	1 970	2 657	2 225	2 350	1 798	(1 900)	(1 900)	(1 900)	(1 900)	(1 900)
18. Turkey	1 902	2 174	2 567	2 440	1 710	(2 614)	(2 705)	(2 780)	(2 897)	(3 000)
19. Belgium	1 907	1 855	1 629	1 673	1 599	(1 634)	(1 634)	(1 634)	(1 634)	(1 634)
20. Hungary	1 790	1 537	1 948	1 836	1 569	(1 736)	(1 736)	(1 736)	(1 736)	(1 736)
21. Switzerland	1 229	1 416	1 540	1 254	1 514	(1 500)	(1 500)	(1 500)	(1 500)	(1 500)
22. German Democratic Republic	1 092	1 201	1 226	1 539	1 505	(1 500)	(1 500)	(1 500)	(1 500)	(1 500)
23. Brazil	3 295	1 727	2 385	1 601	1 373	(2 076)	(2 076)	(2 076)	(2 076)	(2 076)
24. Mexico	2 105	2 090	1 764	1 804	1 205	(1 790)	(1 790)	(1 790)	(1 790)	(1 790)
25. Poland	1 545	1 392	1 526	1 106	1 101	(1 330)	(1 330)	(1 330)	(1 330)	(1 330)
26. Iran	1 006	1 144	942	615	1 052	(1 188)	(1 343)	(1 518)	(1 715)	(1 938)
27. Pakistan	2 675	2 296	2 150	-	-	-	3 000	(3 000)	(3 000)	(3 000)
Sub total	145 894	141 124	138 962	139 084	139 709	150 456	159 854	165 598	171 610	177 008
Other countries	17 339	15 462	12 901	14 024	12 652	15 000	15 600	16 224	16 873	17 548
TOTAL	163 233	156 586	151 863	153 108	152 361	165 456	175 454	181 822	188 483	194 556

\* These figures include the quantities exported from the Preparations of Schedule III. 1973: 3193 kg; 1974: 2886 kg; 1975: 1761 kg; 1976: 1142 kg; 1977: ?

Table III. Opium production in India

	Actual Statistics					Estimated				
	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982
Area cultivated (hectares)	38 485 <sup>*/</sup>	52 160	43 713	51 587	57 165	63 649	59 000	59 000	59 000	59 000
Opium production (tons)	866	887	1 033	1 177	1 175	1 651	1 377	1 377	1 377	1 377
Yield (kg/ha)	22.5	17.0	23.6	22.8	20.6	25.9	23.3	23.3	23.3	23.3

<sup>\*/</sup> Licences had been issued for 45 000 hectares, however due to adverse weather conditions only 38 485 hectares had actually been brought under cultivation.

Table IV. Morphine manufactured from poppy straw

	Actual Statistics					Estimated				
	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982
Australia	4 237	2 997	3 993	8 001	16 679	27 200	26 400	26 400	26 400	26 400
Bulgaria	568	55	339	277	85	(265)	(265)	(265)	(265)	(265)
Czechoslovakia	5 639	5 523	4 856	1 563	3 189	(4 154)	(4 154)	(4 154)	(4 154)	(4 154)
France	1 411	6 463	8 951	13 611	20 536	(16 500)	(19 500)	(19 500)	(19 500)	(19 500)
Federal Republic of Germany	-	-	-	47	3 982	(3 982)	(3 982)	(3 982)	(3 982)	(3 982)
Hungary	10 870	6 046	6 766	10 006	12 119	(9 161)	(9 161)	(9 161)	(9 161)	(9 161)
Netherlands	11 675	7 217	11 250	15 067	18 329	(12 708)	(12 708)	(12 708)	(12 708)	(12 708)
Norway	207	39	9	84	88	(85)	(85)	(85)	(85)	(85)
Poland	8 184	5 453	5 100	6 257	7 088	(6 416)	(6 416)	(6 416)	(6 416)	(6 416)
Romania	775	881	1 001	1 063	2 068	(1 158)	(1 158)	(1 158)	(1 158)	(1 158)
USSR	8 754	9 435	8 642	6 302	10 259	(8 678)	(8 678)	(8 678)	(8 678)	(8 678)
Yugoslavia	4 070	1 939	3 635	6 325	6 886	(4 571)	(4 571)	(4 571)	(4 571)	(4 571)
Spain	-	-	-	-	-	(2 000)	(3 000)	(6 000)	(6 000)	(6 000)
Turkey	-	-	-	-	-	-	(30 000)	(60 000)	(60 000)	(60 000)
Total	56 390	46 048	54 542	68 603	101 308	96 878	130 078	160 078	160 078	160 078

Note: The figures between parenthesis are approximate projections made by the Board. All other figures have been furnished by Governments.

Table V: Supply and Demand of Opiates

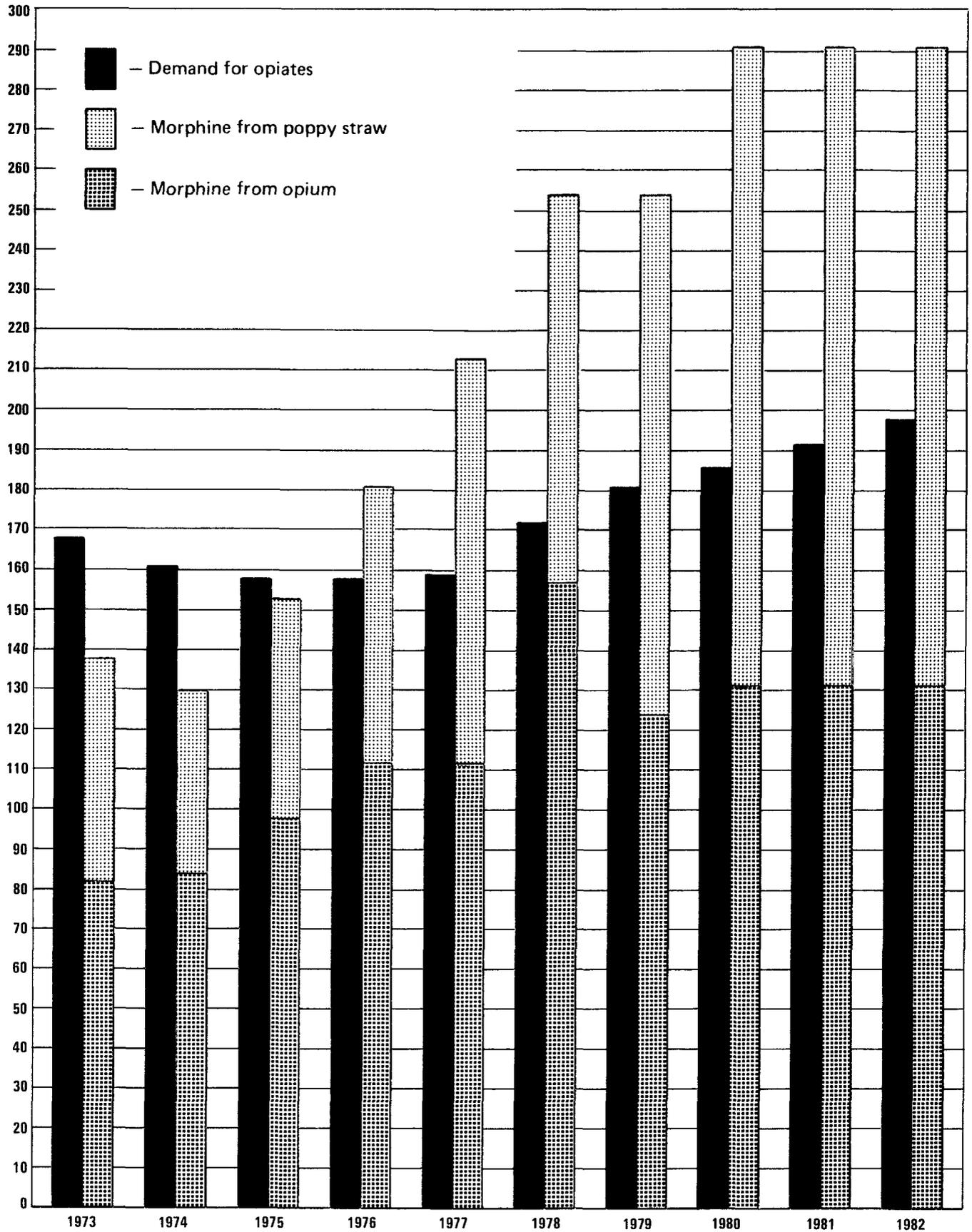
Tons of morphine content

	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982
Demand of opiates	168	161	158	158	159	172	181	186	192	198
Global supply of morphine :	138	130	153	181	213	254	254	291	291	291
- from opium	82	84	98	112	112	157	124	131	131	131
- from poppy straw	56	46	55	69	101	97	130	160	160	160

# DEMAND FOR AND SUPPLY OF OPIATES FOR LICIT REQUIREMENTS

Morphine in Tons

Tons



## 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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