

**INTERNATIONAL NARCOTICS CONTROL BOARD**

**Vienna**

**Report of the International Narcotics  
Control Board**

**for 1980**



**UNITED NATIONS**

## ABBREVIATIONS

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

<i>Abbreviation</i>	<i>Full title</i>
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 UNFDAC)	United Nations Fund for Drug Abuse Control
General Assembly	General Assembly of the United Nations
ICPO/Interpol	International Criminal Police Organization
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

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## FOREWORD

1. The International Narcotics Control Board is the successor to drug control bodies, the first of which originated more than one-half a century ago. The international treaties confer on the Board specific responsibilities. Thus, on the one hand, the Board "shall endeavour to limit the cultivation, production, manufacture and use of drugs to an adequate amount required for medical and scientific purposes" and to "ensure their availability for such purposes". On the other hand, the Board shall endeavour "to prevent illicit cultivation, production and manufacture of, and illicit traffic in and use of, drugs". In carrying out its responsibilities the Board acts in co-operation with Governments and pursues continuing dialogues with them in order to further the aims of the treaties.

2. The Board is required to prepare an annual report on its work. This report provides a broad survey of the drug control situation worldwide, so that Governments may have an overall comprehension of current and potential problems which endanger the objectives of the conventions. In the light of the developing situation, the Board draws Governments' attention to weaknesses in national control and in treaty compliance. It may also convey suggestions and recommendations for improvements, both at the national and international levels. In this report the Board has paid special heed to the 1971 Convention on Psychotropic Substances and has drawn attention to problems which have come to light in the course of its implementation.

3. The general report is supplemented by four detailed technical reports<sup>1)</sup> concerning data on the licit movement of narcotic drugs and psychotropic substances and the Board's analyses of this information. Moreover, during 1981 the Board intends to publish a special report,<sup>2)</sup> containing a detailed study of the situation with regard to the supply of and demand for opiates for medical and scientific purposes, together with a plan of action aimed at achieving a balance between such supply and demand. This responds to a request of the Economic and Social Council.<sup>3)</sup>

4. The Board consists of thirteen members who serve in their personal capacities and not as government representatives. The present composition of the Board and the curricula vitae of the members are to be found at Annex I, page 37. The Board held two regular sessions during 1980. Between sessions the policies decided upon by the Board in pursuance of its mandate under the drug control treaties are carried out by its Secretariat.

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1) E/INCB/51; E/INCB/53; E/INCB/54; E/INCB/55

2) E/INCB/52/Suppl. 1.

3) Resolution E/1980/20.

## THE CURRENT WORLD SITUATION - AN OVERVIEW

5. In the wake of serious drug abuse which emerged in many countries in the late 1960's, a concerted action programme was initiated under the aegis of the United Nations at the beginning of the last decade. Despite the vigorous action subsequently taken nationally, regionally and internationally, the Board in its report last year cautioned that the situation had deteriorated in most parts of the world and that new and difficult problems had arisen. A review at the threshold of the 1980's shows that the situation has never been more serious and complex and that a growing number of countries are afflicted. Prospects for the future are not bright unless intensive, imaginative and co-ordinated action is urgently taken to reverse this trend.

### Narcotics

6. Licit movement. The operation of the international system to control the licit trade remains generally satisfactory. Details, together with a description of trends, are set forth separately.<sup>4)</sup> However, the expansion in the production sources of opiate raw materials for export has exacerbated the problem of oversupply and has had adverse consequences. This question is the subject of a special chapter in this report and of a supplement which will be published in 1981.<sup>5)</sup> Moreover, production of coca leaves far exceeds requirements for legitimate purposes.

7. Illicit movement. Opium continues to be produced illicitly in enormous quantities and to be trafficked primarily in the form of heroin. Morphine base has re-emerged in the traffic for conversion into heroin closer to the consumption centers. The principal illicit sources of opiates are now in parts of the Middle East. There has been a reduction of the supply from Southeast Asia as a consequence of Governments' actions and the adverse weather conditions which have prevailed for the last two crop years. Some of the production in the source countries is consumed locally but a vast and increasing amount of this production is trafficked abroad. This trafficking is directed mainly to Western Europe and the United States where heroin-related injuries and deaths remain high. In fact the situation in some countries of Western Europe in regard to heroin abuse is deteriorating dramatically and causing deep concern. Although there has been a leveling off of heroin abuse in the United States as a whole, a resurgence of abuse has recently occurred in some cities of the North Eastern part of the country.

8. Quantitatively, cannabis and its products (including marihuana, hashish and hashish oil) have continued to dominate the illicit traffic in many countries. The total volume of trafficking is mounting rapidly. The growth in numbers of abusers is enormous. A particularly distressing element is the increasing abuse by young people. These developments may in large part reflect a widespread assumption that cannabis is harmless. The vacuum continuing to prevail as to the scientific community's position regarding health consequences may tend to accelerate the ever-increasing and widespread abuse in many countries at various levels of society. Since available scientific evidence is, nevertheless, already sufficiently clear

4) See paragraphs 17-20 and document E/INCB/53.

5) See paragraphs 37-63 and document E/INCB/52/Suppl. 1.

to indicate that cannabis is not "safe", Governments should intensify their efforts to discourage its use and should concentrate particularly on preventive programmes directed toward adolescents and children. The world scientific community is again urged to accelerate cannabis research so that more definitive conclusions about adverse health consequences can be promptly made.

9. Enormous amounts of coca leaf continue to be cultivated in Bolivia and Peru and thereafter to be clandestinely manufactured into cocaine some of which is used illicitly in South America but otherwise trafficked in large quantities to countries in some other regions, where abuse has continued to increase. Prospects are that these trends will persist. A dangerous development is the use of "coca-paste" by smoking, which is reported to have become a major health problem in South America and is now spreading. Expert observers point out that this practice is particularly harmful because there is a high risk of overdose, and of development of dependency as well as very serious psychological symptoms.

#### Psychotropic Substances

10. A number of psychotropic substances, when properly used, can be highly beneficial in treating the sick. By the same token, when improperly used, they can be destructive to individuals and societies.

11. The Board considers it timely to make the overall observation that effective international control of psychotropic substances is proving more complex than was originally foreseen because of the large number of such substances, their extensive use in medical practice, their rapidly developing non-medical use, and the great potential for clandestine manufacture of certain of them. Moreover, the international control system for psychotropic substances, unlike that for narcotic drugs, does not set forth arrangements for establishing anticipated medical and scientific requirements against which manufacturing output can be matched. This makes it difficult to monitor supply and demand effectively, both nationally and worldwide. Substantial licit overproduction already appears to exist in the case of amphetamines, posing potential risks for diversion, misuse and abuse. Besides manufacturing statistics furnished to the Board may not be provided by all countries and therefore cannot be presumed to constitute total manufacture.

12. Licit movement. The international control system has been operational for only a short period. Progress has been made in that the number of Parties to the 1971 Convention is steadily increasing and now includes many manufacturing countries. In addition, many non-Parties apply at least partial controls and supply statistical information on manufacture and trade, mainly for substances in Schedules I and II. The statistics furnished in regard to Schedule II substances have already permitted the Board to make analyses which reveal inadequacies in the control picture. These developments are discussed in detail in paragraphs 21-36. Statistics available to the Board on manufacture and export in regard to substances in Schedules III and IV are still insufficient to permit an adequate understanding of their movement worldwide. The detailed statistical information which Governments have furnished to the Board and a commentary on trends are contained in a separate report.<sup>6)</sup>

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6) E/INCB/54

13. Illicit movement. Substantial amounts of substances abused are diverted from licit manufacture and trade. Of special concern are Schedule II substances whose diversion in large amounts can be attributed to countries' failure strictly to apply the system of export and import authorizations provided for in article 12, paragraph 1, of the 1971 Convention. Diversion has also occurred because of the use of counterfeit import certificates. Furthermore some psychotropic substances, including Schedule I and II substances, are available for abuse from clandestine manufacture which occurs in several countries. An additional complicating element is that precursors necessary for illicit manufacture are easily obtainable.

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14. With regard to the situation as a whole the overriding concern is the misery, degradation and death of human beings caused by the misuse or abuse of narcotic and psychotropic substances. Moreover, such abuse generates economic, financial, political and social consequences which can even undermine countries' stability. Furthermore, the costs to countries to undertake effective national action to contain and reduce drug abuse can be enormous. Society suffers additionally through social disruption and loss of productivity. In countries in which narcotics production occurs essential food crops for human nourishment give way to products for human destruction. The only individuals who gain from these great losses to society are a few unscrupulous criminals, their nefarious organizations and their avaricious financial sponsors who generate an ever-increasing spiral of drug abuse. The international community should intensify co-ordinated action to identify those criminals and bring them to justice.

## OPERATION OF THE INTERNATIONAL DRUG CONTROL SYSTEM

### Introduction

15. The Board's responsibilities under the international drug control treaties include the monitoring of the licit movement of drugs in order to ascertain that Governments adopt the prescribed measures to limit cultivation, production, manufacture, trade and use to the quantities required for medical and scientific purposes and to prevent diversion for illicit purposes. In the discharge of its responsibilities the Board maintains continuing dialogues with Governments through correspondence and consultations. Moreover, the Board undertakes special missions to some countries in agreement with the Governments concerned.

16. With a view to enhancing the efficiency of its work overall, the Board has instructed its Secretariat to consider ways and means of introducing at the earliest possible date modern data processing techniques to facilitate compilation and analyses of the statistical information submitted by Governments. Preliminary tests have been made, and the results are encouraging. A feasibility study is now being carried out in order to establish the most efficient utilization of data processing facilities. If the results of this study warrant the use of such equipment, the Board will request that the necessary funds be provided.

### Narcotic Drugs

17. To date, one hundred and ten States have become Parties to the 1961 Convention and sixty-six to the 1972 Protocol which amends that Convention. In addition, one country has adhered directly to the 1961 Convention, as amended. Nevertheless, the majority of States which have not yet formally adhered to these treaties in practice co-operate with the Board; however, the Board hopes that such States will become Parties at an early date. The very few States which do not yet participate in the international drug control system could assist the world community by developing at least de facto co-operation. The Board continues to hope that such co-operation will soon result from the informal relations which already exist with the People's Republic of China, and those which the Board is endeavouring to establish with the Socialist Republic of Viet Nam and with the Democratic People's Republic of Korea.

18. Pursuant to action taken by the WHO, the Commission, and the Secretary-General during 1980, the Board's responsibilities are increased by the inclusion of three new substances to the Schedules of the 1961 Convention. These substances are sufentanil and tilidine, which were added to Schedule I, and dextropropoxyphene, which was included in Schedule II. The Board expects that all countries are taking prompt action to ensure that their national legislation and administrative regulations are in conformity with these decisions.

19. Three additional reports on narcotic drugs published annually by the Board contain information provided by Governments in accordance with the international treaties and include the Board's analyses of the data received. They provide estimated licit requirements of narcotic drugs;<sup>7)</sup>

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7) E/INCB/51

statistics on narcotic drugs, accompanied by an analysis of the major trends in the licit movement of narcotic drugs;<sup>8)</sup> and a comparative statement of estimates and statistics on narcotic drugs.<sup>9)</sup> This information permits the Board and the international community to verify whether Governments have adequately applied the treaty provisions.

20. The question of world requirements of opiates for medical and scientific purposes and the situation as regards supply is dealt with in paragraphs 37-63 of this report. It will be discussed in detail in a separate supplement which will be published in 1981.<sup>10)</sup>

#### Psychotropic Substances

21. To date, sixty-eight States have become Parties to the 1971 Convention, which entered into force in August 1976. It is, however, essential that all States, and particularly manufacturing and exporting countries, adhere to the Convention and fully implement it.

22. Pending formal adherence, all non-Parties are again urged to implement the Convention voluntarily to the maximum possible extent in accordance with the resolutions adopted by the Vienna Plenipotentiary Conference and the Council. In particular, the Board appeals anew to all Governments to submit prompt and complete statistical returns to permit an improved understanding of the world-wide movement of these substances. The Board is engaged in analysing closely the information furnished by Governments and is consulting the national authorities concerned with a view to furthering the aims of the Convention.

23. For the first time since the 1971 Convention's adoption, its scope has been expanded to include three new substances, analogues of phencyclidine, namely TCP, PHP (PCPY) and PCE, in Schedule I and mecloqualone in Schedule II. These decisions, made by the Commission, went into effect at the end of September 1980. The Board expects Governments to take timely action to bring their national control regimes into conformity with these decisions and to include the relevant data on these substances in their reports to the Board.

24. The Board believes that initiatives designed to reinforce drug control should be supported. Therefore it welcomed a proposal that it facilitate the holding of an informal working group of government officials in charge of the licit movement of narcotic drugs and psychotropic substances in the major producing, manufacturing and exporting countries. This meeting of approximately twenty national drug administrators took place in Vienna in June 1980 and permitted a useful informal exchange of views, particularly on problems connected with the control of psychotropic substances. The participants found that similar meetings to compare experiences with a view to improving Governments' controls would be desirable in the future.

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8) E/INCB/53

9) E/INCB/55

10) E/INCB/52/Suppl. 1.

25. The extensive and growing abuse of psychotropic substances, together with the trafficking involved, causes deep concern. As previously noted, the Board is well aware of the great medical value of many psychotropic substances, but recognizes at the same time that adequate controls should be strictly enforced to prevent misuse and abuse.

26. Today, the control situation in regard to psychotropic substances is similar to that which existed in respect of opiates in the 1920's and early 1930's when substantial quantities of opiates manufactured licitly found their outlet in abuse and addiction. The situation at that time precipitated the tightening of the control system in new narcotics conventions. These instruments required Governments to inform the Board of the movement of narcotic drugs throughout the world, enabling the Board to detect diversions and to warn the countries concerned and the international community at large. This system when fully evolved, has worked so satisfactorily that for many years there have been no significant diversions from legitimate trade.

27. However, the picture in respect of psychotropic substances is dissimilar in that whereas the number of narcotic drugs used in medical practice has remained limited, psychotropic substances are much more numerous and are widely used for a growing number of medical indications. Moreover, large amounts of these substances are traded internationally and involve numerous transactions.<sup>11)</sup> Therefore the control problem is highly complex.

28. The 1971 Convention builds on the experience obtained in the application of the narcotics control system. Its provisions were agreed upon only after difficult and protracted negotiations and represent compromises which reflect not only the inherent complexities but also the national and commercial interests involved. Nevertheless the Convention as a whole expresses the consensus of the international community that control of the licit movement of psychotropic substances is required for the common good.

29. All concerned should keep in mind that the Convention has been in force only four years - too short a period to develop fully the lontrol possibilities it envisages. Longer time, wider adherence and strict application at the national level are required to establish the Convention's full worth. The national and international effort should proceed on the basis of this assumption.

30. The main control problem -apart from clandestine manufacture of some substances- currently concerns substantial diversion from the licit trade. The Board's analyses of trade statistics furnished by Parties to the Convention and by non-Parties have revealed cases of significant discrepancies involving the export of large amounts of amphetamines, a Schedule II substance, and methaqualone, which was moved to Schedule II in 1979. Queries posed by the Board to the importing countries concerned disclosed that imports of the substance in question had not been permitted nor import certificates supplied. The exports therefore were authorized by the exporting countries even though no corresponding valid import

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11) See E/INCB/54

certificate had been received. In some instances, however, false import certificates were used. Furthermore, some of the transactions were facilitated by nefarious intermediaries. The manufacturing/exporting countries in question were European. The countries of destination subjected to the transactions, were developing countries in Africa, Asia, Latin America and the Near and Middle East, including the Gulf Area. The most recent example occurred when the Swiss authorities drew the Board's attention to evidence of falsification of import certificates for the export from Switzerland of amphetamines. The countries of destination were immediately alerted and requested to verify the authenticity of the import certificates in question. The co-ordinated action by the Swiss authorities, the countries of destination and the Board prevented the exports which were obviously intended to be diverted for illicit use.

31. The experience gained on the basis of these cases emphasizes the need in the first instance for all countries to apply strictly the export and import authorization system established in Article 12, paragraph 1 of the 1971 Convention. They also point up the prime importance of all exporting countries exercising vigilance. In cases of doubt they should ensure the authenticity of import certificates. Moreover, when quantities requested are too large to be commensurate with the apparent needs of the countries of destination, they should not permit export unless queries of the designated authorities in the importing countries concerned confirm the import requests and authenticate the import certificates. At the request of Switzerland, the Board has used its good offices on three occasions to facilitate such clarification with the importing countries. The Board stands ready to assist both exporting and importing countries to the same end. The Board intends to send a special communication to all countries advising them of the circumstances involved in the cases of diversion from licit trade which have come to light to date, and which must be presumed to represent only the tip of the iceberg. In the same communication the Board plans to suggest procedural steps which might be taken to guard against diversion.

32. The Board considers it highly important that Governments, which have not already done so, should communicate to the Secretary-General without delay the names and addresses of governmental authorities empowered to issue export and import authorizations for psychotropic substances. This information should be promptly updated as soon as changes occur. In the absence of such readily available and current information, effective control of the trade in psychotropic substances is gravely endangered. Governments are also reminded that the forms for import and export authorizations and export declarations as established by the Commission in accordance with the Convention should be used in all cases with a view to facilitating control and thus hampering diversion.

33. At the retail level diversion may occur as a result of falsification of prescriptions or pharmacy thefts. In some countries, particularly developing countries, misuse and abuse may arise because neither adequate health services nor administrative machinery to control distribution and use has yet been established, nor has the requirement for prescriptions yet been instituted. Moreover, in addition to requiring prescriptions, inappropriate prescription practice should be countered.

34. A difficulty encountered by the Board in monitoring international trade in psychotropic substances in a timely enough fashion to permit action against diversion, arises from the periodicity which currently applies to the furnishing of statistics by Governments. While an annual time period is specified in the Convention, quarterly reports submitted voluntarily by Governments could greatly enhance the Board's ability to monitor international trade more effectively for control purposes. The Board is studying this question and proposes to make specific suggestions at a later date.

35. In order to stem the diversion of certain psychotropic substances into illicit channels, it is indispensable that countries at least fully and faithfully implement all the Conventions' provisions. They must pay particular heed to the requirements that manufacture, trade and distribution be under license, and subjected to periodic inspection, that the substances under international control be dispensed on medical prescription only, and that international trade be governed by the system of import and export authorizations or declarations.

36. In order further to extend and strengthen control, the Board wishes to make suggestions for additional measures which it believes deserve serious study by Governments. These suggestions are developed in paragraphs 162-172.

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

37. As previously noted, the Board has a continuing obligation under the Single Convention of 1961, as amended by the 1972 Protocol (Article 9, paragraph 4), to endeavour to ensure that narcotic drugs are available in the amounts required for medical and scientific purposes, that cultivation, production, manufacture and use are limited to the amounts so required, and that illicit cultivation, production, manufacture, trafficking and use are prevented. This obligation is carried out in co-operation with Governments and subject to the terms of the Convention.

38. In its report for 1979 the Board noted with satisfaction the reductions agreed upon by countries producing opium and poppy straw, and expressed the hope that the countries manufacturing morphine and poppy straw concentrate would similarly limit their manufacture to the requirements of legitimate demand. In fact, the accumulation of stocks of raw materials, the expansion of manufacturing capacity, and the improvement of yields created a risk that the problem of over-production of raw materials would be transformed into one of over-production of alkaloids. It was recognized that concerted action should be taken with a view to establishing a satisfactory balance between demand and supply at the levels of both production and manufacture.

39. In 1980 the Economic and Social Council urged "the Governments of importing countries which have not already done so to take effective steps to support the traditional supplier countries and to give to those countries all the practical assistance they can to avoid the proliferation of sources of production of narcotic raw materials for export."<sup>12)</sup> The Council further urged "the Governments of major producing and manufacturing countries which have set up additional capacity in recent years for export to take effective measures to restrict substantially their production levels so as to restore a lasting balance between supply and demand and to prevent drug diversion to illicit channels."<sup>12)</sup>

40. In addition, the Council requested the Board "to undertake a detailed study of the situation and to recommend a concrete programme of action for achieving a lasting balance between the demand for and the supply of narcotic drugs for legitimate purposes."<sup>12)</sup> Accordingly the Board at its session in June 1980, taking due consideration of the complexity of the problem and the urgency of the situation and notwithstanding its limited resources, decided as a matter of high priority to conduct a detailed study of the situation and to explore with Governments the possibility of their agreeing on a programme of action. Consultations were initiated with Governments beginning in August 1980 and are continuing. In the course of 1981, as soon as consultations can be completed with all Governments principally concerned as producers, manufacturers or consumers, and the necessary information can be collected and analyzed, the Board proposes to publish its detailed study as an additional report.<sup>13)</sup>

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12) Resolution E/1980/20.

13) E/INCB/52/Suppl.1.

41. Concurrently the Board plans to continue to explore with the principal Governments concerned the elements which could form an acceptable programme of action. It will do so in the realization, however, that the situation is continually changing, that major consuming countries have yet to make decisions with respect to import policies, and, most importantly, that no programme can be practicable or effective without the concurrence of most Governments, including those whose vital interests are engaged in this matter.

42. In its previous reports the Board has customarily analyzed the situation concerning the supply of and demand for opiates for legitimate needs, made projections on the basis of information provided by Governments, and reported on the efforts made by Governments and the international organs concerned to re-establish a balance. In view, however, of the consultations which the Board is undertaking with Governments and its intention to publish the detailed study mentioned above in 1981, only a brief analysis of the situation will be made in this report.

43. The production of raw materials for the manufacture of opiates is mainly dependent on the demand for codeine, which comprises the principal part of the legitimate consumption of opium alkaloids and their derivatives. The consumption of codeine worldwide reached a peak of 163 tons in 1973, then decreased the following year because of supply difficulties, and stabilized at a level of 152 tons between 1975 and 1977. In 1978 there was a resumption of the increase in consumption, which rose to 160 tons and remained at this level in 1979.

44. The recent evolution of world consumption of codeine results from trends which differ greatly from country to country. It is possible to consider the countries, whose annual consumption equals or exceeds 100 kg, in three categories based on the tendency of consumption to increase, to remain stable, or to decrease. The first category (tendency to increase) consists of a much larger number of countries than the second category (tendency to stability), and the second category in turn consists of more countries than the third category (tendency to decrease).

45. Total consumption is, however, decisively affected by the major consuming countries (in absolute figures), the United States of America, the Union of Soviet Socialist Republics, the Federal Republic of Germany, the United Kingdom, France and Canada, whose combined consumption accounts for about 65 per cent of the total. Until 1978 the consumption of codeine in the USA and Canada was clearly on the increase while in the other major consuming countries consumption was stable. In 1979, the increase stopped in Canada and the United States reported a 3 ton decrease in consumption, 6.6 per cent less than the preceding year. It would be premature to interpret these developments as anticipating a stabilization of consumption in these two countries, but a reduction in the rate of increase seems quite likely.

46. Without anticipating the conclusions of the detailed study to be published in 1981, it is possible to make the following observations: the stability of codeine consumption, or the slowing rate of increase in consumption in the major consuming countries appears to exclude the possibility of a substantial expansion of demand in the medium term. It has been contended that placing under international control certain

synthetic substances could result in their replacement by codeine and consequently a stronger demand for codeine. It is by no means certain, however, that such substitution, if it should actually occur, will necessarily benefit codeine in preference to other synthetic products which are on the market or on the point of being introduced into the market. Consequently, the gap between supply and demand will have to be met to a greater extent by a reduction of supply than by an increase in demand.

47. During 1979 and 1980, a general reduction in the area of poppy cultivation and in the production of raw materials took place in India and in the countries producing poppy straw principally for the extraction of alkaloids. As seen from the table below, this reduction for India has been about 50 per cent between 1978 and 1981.

India: opium

<u>Year</u>	<u>Cultivated area</u> (hectares)	<u>Production</u> (tons)
1978	63 685	1 658
1979	52 082	1 413
1980	35 166	933
1981	31 000	projected 850

48. In Turkey, the area sown in poppies decreased from 97,000 hectares in 1978 to 31,000 hectares in 1979 and has since remained at this level. As a consequence, straw production fell from 36,000 tons in 1977 to 12,000 tons in 1979, that is, a reduction of 67 per cent in a two-year period.

49. In Australia, the cultivated area, exclusively in Tasmania, as well as the production of poppy straw were reduced sharply from 1979 to 1980 in order to utilize the stocks which had accumulated during the previous year.

Australia: poppy straw

<u>Year</u>	<u>Cultivated area</u> (hectares)	<u>Production</u> (tons)
1978	6 854	4 640
1979	8 774	7 665
1980	1 531	1 179
1981	3 400	projected 2 700

50. In general the Australian authorities endeavour to maintain straw production at a level compatible with domestic and foreign demand for opiates. Stocks are kept at a minimum level. Any unexpected accumulation of stocks will lead to reduction of cultivated area with a view to using up the excess. The manufacture of morphine in Australia in the form of poppy straw concentrate declined from 34 tons in 1979 to 31 tons in 1980, and the estimate for 1981 and 1982 is 27.5 tons annually, or a reduction of 20 per cent in a two-year period.

51. In France, where poppy cultivation has been reduced, the manufacture of concentrate is currently only slightly greater than the domestic consumption requirements. In addition France has been importing opium, albeit in progressively smaller amounts, which is converted for export requirements.

52. The total manufacture of morphine and of concentrate declined from 212 tons in 1978 to 187 tons in 1979, a level very near to medical and scientific requirements. One might draw optimistic conclusions from these various reductions, which seem to indicate progress toward restoration of a balance between supply and demand. Optimism is not justified, however, when one considers in greater depth the situation in certain countries and the probable developments over the next three or four years.

53. India's exports of opium, which were 1085 tons in 1976, have steadily declined since then to a level of about 650 tons in 1980 and are likely to fall still lower in 1981. Among the major importing countries only the United States, the Soviet Union and Japan have maintained the level of their imports of opium from India. It is significant that the reduction of the price of opium in 1980 from 60 dollars per kilogram to 50 dollars per kilogram has not slowed the fall in exports. In addition, in 1975 the quantity of morphine extracted from opium represented 65 per cent of the total of morphine manufactured; in 1979, it represented no more than 40 per cent. Finally stocks of opium held by India, which were 285 tons in 1976, had risen to about 1800 tons in 1980. During this same period opium stocks held by manufacturers were maintained at a level of about 400 tons.

54. Reduction in exports, fall in prices, decrease in the raw materials used for the extraction of alkaloids, as well as an accumulation of stocks, have also characterized the situation in Turkey during recent years. Exports of poppy straw declined by 59 per cent from 1978 to 1979. The price of exported straw is currently about one-third of what it was two years ago. Poppy straw stocks currently amount to 66, 000 tons.

55. As a consequence of the decisions of the producing countries, substantial progress has been made in adjusting the production of raw materials to current needs. Yet excessive producers' stocks remain and may well increase, and the market suffers from a profound depression of prices. Furthermore, it seems probable that the world is on the point of entering a second crisis which will be characterized by an excessive manufacture of morphine and concentrate and sharp competition for markets.

56. In 1970 capacity was available in the world for the manufacture of a total of 176 tons of morphine from opium and poppy straw. Since then manufacturing capacity has been further increased by 124 tons, as follows

Australia	40 tons
France	20 tons
Spain	4 tons
Turkey	60 tons

Without taking account of unused capacity in 1970, it can be said that the current capacity has risen at least to 300 tons of morphine (176 and 124). Since world requirements for opiates have not increased proportionately, the full utilization of existing capacity is incompatible with the achievement of a balance.

57. Finally, the Board would like to emphasize certain overriding considerations which it believes should influence the policies of Governments as they address this problem in a manner consistent with the objectives of the international control system established under the treaties.

58. It seems evident from an examination of the situation that among producers of opium and poppy straw for export, India and Turkey, the longest-standing producers for export, occupy a special position and merit special consideration and practical support. The poppy has been cultivated so long and intensively in these countries that it has become an integral part of the culture as well as of the economy. This cultivation is of critical economic and social importance to the areas where it has been concentrated in that hundreds of thousands of people depend upon the poppy for their livelihood. The possibilities of substitute crops are limited, and the contraction of poppy acreage has already had adverse economic and social effects.

59. The situation in India is such that support is required from the international community to permit the disposal of excessive opium stocks and to facilitate marketing of greatly reduced opium production. Similarly Turkey requires practical assistance in the disposition of its excessive stocks of poppy straw, and, in the marketing of concentrate of poppy straw once its alkaloids factory begins operations. In this connection, Governments will wish to bear in mind the understandings between Turkey and the United Nations on the basis of which the Turkish Government decided, with United Nations encouragement and assistance, to produce poppy straw under effective controls and not to resume opium production.

60. On the other hand, during a period of temporary supply difficulties investments have been made by certain other countries in new or expanded production and manufacturing facilities and in costly systems of control. In some instances investments have exceeded by far those required for domestic needs and have resulted in substantial exports. Consequently, resolutions of the Council and the Commission have urged those countries to restrict substantially their production levels. It is suggested that such countries consider adjusting their production mainly to meet their own domestic consumption requirements and, with regard to exports, exercise restraint to the maximum extent in order to avoid displacing long-established producers in markets on which they have depended for so many years.

61. The maintenance of excessive stocks in producing countries puts an undesirable strain on the control system and imposes an inequitable burden on the producing country. The international community should consider how this burden might more safely and more equitably be distributed by transfers to manufacturers' stocks and to special stocks in consuming countries. The Board would welcome constructive proposals by Governments to achieve this objective.

62. The Board wishes to recall that because of the public interest in a safe distribution system and in stable and adequate supplies, the market in opiates for medical and scientific needs has never been left exclusively to the forces of free competition. Currently, however, the prices of alkaloids have fallen so low that the prices offered for the raw materials may not now cover the actual costs of their production including the costs of control. This situation bears careful study by Governments because of its implications for the effectiveness of control and for the assurance of stable supplies.

63. Current oversupply is the result of unco-ordinated over-reactions by Governments of producer and consumer countries alike to temporary difficulties in obtaining adequate supplies in a period when demand was rising. It is important that Governments do not attempt to deal in an unco-ordinated fashion with the current situation and in turn precipitate a recurrence of the cycles that have characterized the market in the past.

## ANALYSIS OF THE WORLD SITUATION

64. Implementation of the international systems for drug control established by the treaties is above all the responsibility of the national authorities, since they, and they alone, are able to control the movement of these substances within their respective jurisdictions. The Board for its part is striving, in co-operation with Governments, Parties and non-Parties alike, to help them to attain the aims of the treaties. In analysing the drug control situation worldwide as well as in individual countries and regions, the Board utilizes information provided by Governments, United Nations Organs, specialized agencies and other competent international organizations. The Board gives special attention to countries in which problems relating to drug abuse, illicit trafficking, uncontrolled or illicit production of narcotic raw materials, are most acute, or where particular problems arise.

### NEAR AND MIDDLE EAST

65. As forecast in the Board's last report, available information confirms that this area is currently the world's main source of illicit opiates, which are flooding the trafficking channels to the major consumption centers in Western Europe and North America. The main raw material producer countries remain Afghanistan, Iran, and Pakistan. Other countries of the region serve as staging and transiting areas. Any progress toward containing or improving the situation is affected by unsettled conditions in certain parts of the region. Moreover, some production takes place in remote areas beyond effective government control. In addition, the presence in some countries of large abuser populations stimulates production. As time passes, the illicit production of opium will almost certainly be increasingly refined into heroin or other opiates within the region, thus augmenting the risks for the local population and facilitating the criminal activities of the smugglers. The dimensions of the problem are necessarily expanded by the illicit movement of psychotropic substances and cannabis.

66. Viable and lasting progress in reducing illicit and uncontrolled production of opium and opiates requires integrated rural development and income substitution for poppy farmers. Programmes aimed at this goal should be urgently pursued in all producer countries and the experience gained shared among them. To reduce supply meaningfully, such programmes must necessarily be carried out in conjunction with law enforcement and with treatment and rehabilitation of local addicts. Moreover, to produce maximum impact on illicit supply, affected governments, which now merely rely on estimates of poppy production, might wish to utilize modern technological methods to verify the extent and location of the production. Furthermore, regional action against illicit trafficking needs to be intensified.

67. The international community should as a matter of priority, and in its own interest, respond promptly and favourably to requests for assistance. The Board intends to continue to monitor developments and to make suggestions for remedial action in specific cases.

### Afghanistan

68. In 1979, Afghanistan was believed to have produced a few hundred tons of opium, part of which is consumed locally. Events taking place throughout most of the areas which traditionally produce illicit opium have undoubtedly caused a reduction in the 1980 harvest.

69. United Nations drug control activities in Afghanistan have been affected by events in the country. Both a health project approved for the Badakshan Province, and a large-scale rural development project in the Upper Helmand Valley, are unfortunately unable to move forward at present, while activities in the law enforcement project, in operation since 1974, are for the time being restricted to Kabul.

70. In March 1980, the Board invited the Government of Afghanistan to send a representative to the Board's headquarters in order to apprise the Board of the current drug control policy of the Government, and to convey information as to proposed measures for eliminating the illicit supply of opium and for strengthening the fight against drug abuse and the illicit traffic. The Board is making further efforts to renew the dialogue.

### Cyprus

71. The authorities estimate that no substantial drug abuse problem exists. However, during recent years, Cyprus has become a point of rendez-vous for European and North American drug traffickers and is being used as a staging area for vessels under different flags engaged primarily in trafficking in cannabis. Furthermore, there are indications that opium and heroin may also be involved.

72. In spite of limited resources, Cyprus enforcement authorities have expressed their determination to fight the emerging illicit transit traffic. The Board believes that strong support by the international community should be given to Cyprus' commendable efforts to forestall that country's becoming a major trafficking center.

### Egypt

73. Opium, cannabis resin and psychotropic substances are the main drugs of abuse in Egypt. A sharp decrease in seizures of amphetamines and barbiturates in 1979, compared to the previous year, may have been due to changes in enforcement priorities rather than to a decrease in the availability of those substances in the illicit market.

74. Illicit opium poppy cultivation and seizures of poppy plants have been reported in Upper Egypt. The authorities are concerned that unless determined and timely action is taken there is a risk that Egypt could become another source for illicit opium and opiates which will find their way into the international market. The sizable increase in seizures of opium justifies such concern. The Government and UNFDAC are discussing a project aimed at strengthening Egypt's enforcement capacity to prevent illicit poppy cultivation.

75. Egypt has entered into special bilateral agreements with Turkey and other countries to promote closer co-ordinated activity against drug trafficking.

76. The Board welcomes the vigilance being exercised by the Egyptian authorities to stop at the outset traffickers' attempts to create a new opium production source.

Iran

77. The gravity of the drug abuse situation is demonstrated by the authorities' estimate that opiate addicts number close to one million persons. This large demand stimulates illicit production and trafficking within the country and the region where unsettled conditions further aggravate the problem. Seizures of morphine base and heroin have been reported in recent months, and heroin laboratories have been dismantled. In addition, psychotropic substances have also been seized, but the extent of their abuse is not clear. The authorities report that a formal ban has been instituted against poppy cultivation and that they intend to undertake a new programme to treat addicts.

78. In view of the scope of the drug abuse problem, involving almost 3 per cent of the population and many young people, prompt and effective action commensurate with the dimensions of the problem needs to be vigorously pursued. Such action should ensure enforcement of the poppy ban and effective interdiction of the illicit traffic in opiates, including the blocking of the outlet to the international illicit traffic. The Board proposes to continue its dialogue with the Government.

Lebanon

79. All available evidence suggests that the drug control and drug abuse situation in Lebanon has deteriorated in every respect. It is understandable that Lebanon's deeply troubled conditions are not conducive to tackling its drug problems, but the implications are so grave both for the country and the world community, that the situation cannot be allowed to continue to drift, nor indifference to prevail.

80. Close to 60 per cent of all cannabis seized in Western Europe in 1979 was believed to have been of Middle Eastern origin with Lebanon estimated to be the most prevalent source. Moreover, there are indications that as much as 100 tons of cannabis resin may be available to the illicit market.

81. According to recent information from Lebanese authorities, heroin abuse may be growing rapidly among the youth, especially in the Beirut area, where heroin can be obtained for domestic consumption as well as for illicit exportation. Reported seizures of heroin, as of the end of August 1980, amounted to nearly a three-fold increase over the previous year.

82. Some local illicit demand for psychotropic substances undoubtedly exists. However, Lebanon is mainly used as a transit point for these substances and this is causing deep concern. The authorities are advised to utilize the procedure for import prohibition in Article 13 of the 1971 Convention as a step toward control, and to become a Party.

Pakistan

83. Pakistan is a major center for opiates production, trafficking and abuse. Since the illicit production far exceeds amounts consumed locally, the surplus of opiates for illicit consumption abroad is substantial. Cannabis is also produced illicitly.

84. Although there appears to have been a sharp reduction in the 1979/1980 opium harvest, illicit stockpiles may offset this reduction. In addition, opium originating in Afghanistan is smuggled into Pakistan, further increasing opium availability there.

85. The Government has enacted legislation which provides for a total ban on use, possession, sale, manufacture and trade or traffic in drugs. The only exemption relates to medical cases. In accordance with the 1961 Convention, the Government also took measures in 1979 designed to eliminate quasi-medical use of opium. Opium vends, previously licit, were closed. The authorities are well aware of the need to guard against previous customers of these opium shops turning to illicit sources and, therefore, they are establishing easily available medical facilities, both for treating addiction and other sickness.

86. Clandestine laboratories for the conversion of opium into morphine and heroin have been discovered in the Northwest Frontier Province and seized. Such manufacture menaces both Pakistan's own population and peoples of other countries.

87. The authorities indicate that psychotropic substances are becoming more prominent in the illicit traffic, but they are finding it difficult to monitor the situation because of lack of equipment and resources. The Board welcomes the Government's decision to invoke Article 13 of the 1971 Convention to prohibit the import of substances covered by the Treaty as an effective way to tackle the problem. As the first country to avail itself of this protective measure, Pakistan has forbidden import of all such substances except three, namely, glutethimide, phenobarbital and meprobamate.

88. Pakistan takes the position that income substitution for poppy farmers, coupled with enforcement, constitutes the basic solution to illicit and uncontrolled production. It has a number of phased programmes for progressive reduction in illicit production of opium, for poppy replacement by other crops and for the treatment and rehabilitation of addicts. The Government is mobilizing its resources for this effort. Of special interest is a programme which includes a pilot project, undertaken in co-operation with UNFDAC. The Board hopes that every effort will be made to accelerate the identification of suitable crops and other forms of income replacement, so that these results can be applied as widely and quickly as possible in opium-producing areas. The Board notes that the integrated development programme consists of a number of projects for which external financing is required and urges strongly that a favourable and prompt response be forthcoming from the international community.

89. The Board commends the comprehensive approach of the Government to drug control, embracing as it does legislative measures, enforcement, treatment, and integrated rural development. An INCB mission will visit Pakistan at the beginning of 1981 at the invitation of the Pakistan Narcotics Control Board with a view to learning first-hand about the measures the Government is taking in the field of drug control.

Turkey

90. The control system for the licit production of poppy straw for the manufacture of medicinal opiates continues to operate successfully and no opium is produced.

91. With regard to illicit drugs, the authorities are applying vigorous measures to fight the traffickers who take advantage of Turkey's geographical position as a land-bridge between the major illicit production and consumption centers. In addition to the mounting flow of opiates transiting Turkey, the authorities also have to contend with the problem arising from clandestine heroin laboratories operating on both sides of the Turkish-Iranian border.

92. A sharp increase in cannabis seizures has been reported. Some local illicit cannabis production has been detected, but most of the drug seized is estimated to originate in Lebanon.

93. In addition to applying energetic control and enforcement measures, Turkey has made renewed efforts to stimulate bilateral, regional and inter-regional co-operation to combat drug traffic. Protocols have been signed with Egypt and the Syrian Arab Republic regarding such co-operation and the Government is contemplating the negotiation of similar protocols with other countries. This commendable action strengthens regional co-operation and could usefully be extended further to include other countries, particularly where illicit consumption takes place. The Government and UNFDAC signed a project agreement in 1980 continuing the assistance to the law enforcement and customs agencies which the United Nations has supported since 1975.

The Gulf Area

94. The potential for drug problems of large magnitude in this area emanates mainly from the following factors: on the one hand, its geographical location between Asia, Europe and Africa makes it an important traditional smuggling route; and, on the other hand, the large influx of foreign migrant workers, particularly from Egypt, Pakistan and Iran, facilitates the movement of drugs. Moreover, the rising wealth of the countries in the area may also attract the illicit traffic.

95. In general, it may be said that all countries in this region are to a greater or lesser extent being affected by the illicit drug traffic, either as transit or consuming countries, or both. Narcotic drugs are not produced in the area, but are smuggled in from other countries, particularly from such producing areas as Afghanistan, Pakistan, Iran, and Lebanon. The smuggling route sometimes transits India.

96. The principal drug of abuse remains cannabis. The drug originates chiefly in Lebanon, and the menace of a large illicit harvest in that country this year gives cause for deep concern. The United Arab Emirates, which had seized 178 kg. of cannabis resin in all of 1979, seized 300 kg in the first two months of 1980. Opium is the other main drug abused in the area. Morphine and heroin have until recently been virtually absent from the traffic; however, the United Arab Emirates reported a small quantity of heroin seized in 1979. To date no indications of cocaine trafficking have been reported.

97. A major threat throughout this part of the world is the growing traffic in psychotropic substances, aggravated by leakages from licit trade. Substantial seizures of methaqualone, originating in Europe, but also transiting India and Pakistan, were reported by several countries. Authorities at Port Sudan seized a large quantity of dextroamphetamine tablets. This drug had originated in Europe and were in transit to Saudi Arabia.

98. The potential for drug abuse and trafficking makes it necessary for all states in the region to adhere to the international drug control treaties, to enact and carry out implementing legislation, and to harmonize such legislation regionally. Moreover, effective co-operation is indispensable, not only between police and customs authorities but also with the health services, within each country and at the regional level. This was stressed during a regional training seminar for law enforcement services, held in Kuwait in March 1980 and organized by the Division of Narcotic Drugs and the Host Government.

#### EAST AND SOUTHEAST ASIA

99. Although this region has now been surpassed as the world's primary source of illicit opiates, it currently is the second most important source. The producers remain Burma, Thailand, and, to a lesser extent, Laos. The Governments of Burma and Thailand have programmes to eradicate illicit poppy cultivation, to substitute other crops, to counter illicit trafficking and to reduce demand. These programmes have had positive results. However, the sharp decline in opium production is due importantly to adverse weather conditions which have prevailed for two crop years. This provides a breathing spell for the Governments concerned to consolidate and expand their drug control programmes and to ready themselves to cope with traffickers' attempts to reap larger opium harvests in normal weather conditions.

100. Effective results for poppy eradication and crop substitution are necessarily enhanced by maximum knowledge as to the actual location and extent of the illicit poppy fields. The Governments concerned may wish to consider using for this purpose new technologies, such as the remote sensing system utilized successfully in Mexico.<sup>14)</sup>

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14) See below paragraphs 125-126.

101. The transit countries should also take advantage of the respite mentioned above to buttress their national enforcement capabilities and to improve further regional co-ordination. In addition, all countries should make major efforts to bring about demand prevention and reduction. This is vital since the existence of large-scale local demand necessarily supports and tends to perpetuate illicit production.

#### Burma

102. The Government has scored impressive results from the strong action the authorities are taking against the illegal cultivation of the opium poppy and illicit trafficking in drugs. Available information indicates that large scale illicit plantings of opium poppy have been destroyed, and that an interception campaign along the routes to Thailand has apparently interrupted opium trafficking in that area for the present. Opium production overall in the current crop year is estimated to have declined by as much as two-thirds as compared to production five years ago. In addition to vigorous enforcement, the Government's comprehensive drug control programme also encompasses crop substitution and demand reduction through prevention, treatment and rehabilitation. The Government's activities are supported by the international community and include a programme undertaken jointly with UNFDAC. Even though the latter programme has been operational for only a few years, results have already warranted its extension. The Board, which has maintained a constructive dialogue with the Government for several years, follows with special interest the country's endeavours and is gratified at the promising results achieved thus far. Alternative income possibilities throughout the opium producing areas for poppy farmers remain essential to a durable solution and the Board hopes that efforts can be accelerated to develop such possibilities throughout the producing areas. To bring about the reduction of illicit production, the Government will undoubtedly wish to carry out such a programme in parallel with enforcement.

#### Thailand

103. The authorities have continued their enforcement efforts and have made impressive seizures, not only of heroin and other opiates but also of cannabis and clandestine laboratories. The Government is now emphasizing poppy destruction in the northern part of the country where the illicit production is concentrated. The Government's overall programme proceeds on the basis of an integrated approach. Therefore it includes not only enforcement but also income substitution for poppy farmers, marketing arrangements and demand reduction. The programme is supported and extended by complementary projects undertaken in conjunction with the United Nations, other international organizations and Governments. The international community will recall that the first drug control country programme was initiated in Thailand nearly a decade ago by the Division of Narcotic Drugs and UNFDAC. A completed pilot project which formed one sector of this programme successfully identified substitute crops and marketing possibilities. The results are now being applied to an extended area under the terms of a new project launched by the Government with UNFDAC support in 1980. Moreover, the Government is formulating a broad programme for extended application of the pilot projects' results. Such a vast but vital undertaking necessarily requires financial support of great magnitude, both from international finance institutions and bilateral sources. The Board supports UNFDAC's appeal for a prompt and favourable response by the international community.

104. The approach by Thailand proceeds on the indispensable premise, to which the Board has repeatedly referred, namely, that a lasting solution to the problem of illicit opium production requires comprehensive economic and social development- encompassing income substitution, demand reduction and law enforcement. Such action pursued energetically and in a co-ordinated manner is essential, if the dimensions of the drug problem are to be contained and decreased.

105. The Board proposes to continue its dialogue with the Government with a view to following developments closely and assisting the Government where possible.

#### The Lao People's Democratic Republic

106. This country has been a traditional producer of illicit opium consumed locally and trafficked internationally. The Board has taken the initiative in establishing dialogues aimed at ascertaining information about the production and abuse situation and at identifying ways in which the Board might assist the Government in carrying out its obligations under the 1961 Convention. A Board mission a few years ago recommended that UNFDAC respond favourably to requests from the Government for assistance in its drug control efforts. The Board is pleased to learn that UNFDAC, together with the United Nations High Commissioner for Refugees and other international agencies, is undertaking a project directed toward basic economic and social development. This project provides a starting point for activities designed also to achieve drug control. The Board remains ready to assist the Government.

#### Malaysia

107. The country serves as a transit point in the illicit traffic in opiates. The recent sharp decline in seizures of opiates may reflect in part the decreased production mainly in Burma and Thailand. Heroin addiction constitutes a major domestic problem. Some estimates place the growing number of addicts which include many young people at one-quarter of a million persons- around 2 per cent of the population. This local demand has apparently stimulated the conversion of morphine to heroin within the country.

108. The Government is deeply concerned about the addiction and trafficking problems and is taking measures to cope with them, both by strengthening enforcement measures and programmes to treat and rehabilitate addicts. The law has also been amended to establish the most severe penalties for drug traffickers.

#### Singapore

109. Singapore has for nearly a decade taken energetic action to prevent incipient drug abuse from becoming a major problem. Among the measures adopted are: the creation of a Central Narcotics Bureau, and the strengthening of laws to submit addicts to compulsory treatment and to provide severe penalties for drug offences. The number of heroin abusers has been reduced to a hard core population of less than 10,000. The number of abusers of psychotropic substances has risen but steps are being taken to check this trend, for example, by close monitoring of prescriptions.

### Territory of Hong Kong

110. Morphine and heroin continue to be smuggled into the territory. In addition opiates are illicitly manufactured and clandestine laboratories were seized during 1980. Heroin abuse remains a serious problem. The increased number of addicts seeking treatment may be due to decreased availability within the territory of heroin from Southeast Asian sources. There have been indications that this shortage may be attracting trafficking from the Middle East.

### EUROPE

#### Eastern Europe

111. Although some limited non-medical use of opiates has been reported from a few Eastern European countries, drug abuse is relatively insignificant in this area as a whole. The authorities continue to concentrate their efforts on curbing transit trafficking across their territories and on preventing the minor instances of diversion of drugs from licit channels.

112. The sharp increase in transit traffic, especially in cannabis and heroin from the Near and Middle East, and the constant vigilance exercised by the authorities to combat it are demonstrated by the number and the magnitude of the seizures. For example, during the first half of 1980 Bulgaria confiscated 16 kg. of heroin, an amount nearly double that seized during the whole of 1979. During the first nine months of 1980 Yugoslav authorities confiscated more than 265 kg. of heroin, including a single seizure of 80 kg. in April.

113. At the invitation of the President of the Permanent Committee on Narcotic Drugs of the USSR, the President of the Board visited Moscow in October 1980. He was able to learn first hand about the successful system used in the USSR to control narcotic drugs and psychotropic substances. A useful exchange of views also took place regarding the operation of the international drug control system. In addition useful discussions were held with high level officials of the Ministry of Foreign Affairs.

#### Western Europe

114. The dramatic upward trend in drug abuse, illicit trafficking and drug-related deaths continues grim and relentless.<sup>15)</sup> No country is unaffected and the situation is reaching crisis proportions. The mounting threat of readily available heroin of apparent Middle Eastern provenance is shown by the substantial quantities seized. Indeed, more than 600 kg of heroin of such origin have been reported seized during the first half of 1980 in Western Europe or in transit to this region. This is an alarming development since only slightly over 400 kg of heroin of Middle Eastern origin destined for Western Europe were seized during the whole of 1979. Prospects are that if present trends continue, seized amounts of such heroin in 1980 may even triple the amounts seized in 1979.

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15) For example, for the years 1973, 1975, 1979 and 1980 (as of 31 October) Denmark (population - 5 million) reported 55, 61, 125 and 105 drug-related deaths, respectively; the Federal Republic of Germany (population - 62 million reported 106, 188, 623 and 410; while Italy (population - 56 million) reported 1, 26, 129 and 145. Note particularly the number of deaths in relation to the size of the respective populations.

115. The Federal Republic of Germany is at present the country most afflicted by heroin. The drug is smuggled into the country from the Middle East, mainly transiting the Balkan states and Austria. The Netherlands currently does not serve as the major transit and distribution point, as was the case when Southeast Asia was the major heroin source.

116. Heroin is also illicitly manufactured in Western Europe from morphine base of apparent Middle Eastern origin. Clandestine laboratories have been discovered in Northern Italy and again in the Marseilles area, suggesting joint criminal involvement of French and Italian traffickers. These developments give rise to grave concern.

117. Cocaine is readily available and the abuse of this drug appears to be growing throughout Western Europe. Several countries have reported significant seizures of cocaine, usually at airports. Apparently most of the drug confiscated was intended for abuse in Western Europe but a substantial amount appears to have been in transit to the Middle East or North America. In the United Kingdom, seizures of coca paste may indicate that this substance was intended to be abused in that form or to be refined into cocaine within the country.

118. Trafficking in cannabis and its products remains substantial. The drug is widely abused and unabated increasing use is foreseen in most Western European countries. Significant seizures indicate that the Near and Middle East and Morocco are the primary sources for most of the cannabis smuggled into the region, although some of the drug originates in African countries south of the Sahara as well as in Colombia and Jamaica.

119. There is also an upward trend in the abuse of certain psychotropic substances. These substances are available both by diversion from licit manufacture and trade and from clandestine laboratories. Such laboratories were seized in several Western European countries during 1979.<sup>16)</sup> In addition, several countries reported diversion through pharmacy thefts and falsification of medical prescriptions.

120. During the last few years substantial diversion into international channels of psychotropic substances manufactured in some European countries has occurred. The substances involved are amphetamines and methaqualone, both of which are now controlled under Schedule II of the 1971 Convention. A primary reason why such large-scale diversion could take place is that the export and import authorization system provided for in article 12, paragraph 1 of the Convention was not applied by all exporting countries. The transactions have involved three continents and the abuse of free-port facilities. The Board is in communication with the countries concerned with a view to promoting remedial action to put an end to such diversions. The Board is also bringing to the attention of other countries the facts involved in the cases of diversion which have thus far come to light, so that the authorities can take pre-emptive protective measures.<sup>17)</sup>

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16) During 1979, seven amphetamine and one methamphetamine laboratories were discovered and seized in the United Kingdom, two amphetamine laboratories were seized in the Netherlands, one in Ireland and another in Belgium.

17) See paragraphs 21-36 above and paragraphs 162-169 below.

121. In February-March 1980 the European Parliament of the nine member states of the European Communities<sup>18)</sup> held a debate on the need for the Community to take action to combat drug abuse and trafficking. The Parliament adopted a resolution which calls for a concerted strategy to be undertaken in co-operation with countries which produce narcotic raw materials. The resolution also calls for broadened co-operation in drug control. In this connection the "Pompidou Group" consisting of the aforementioned nine countries plus Sweden, plans to work within the framework of the Council of Europe and is to be serviced by this Organization's Secretariat. As the Board has repeatedly stressed such regional and inter-regional efforts are basic if effective concerted action against drug abuse is to be waged.

#### THE AMERICAS

##### NORTH AMERICA

122. The region, which is afflicted by illicit production, trafficking and abuse, actively combats these problems. To this end Canada, Mexico and the United States co-operate closely among themselves, with international organizations and with other countries.

##### Canada

123. Drug abuse is expanding and causes great concern. Although cannabis is the most prevalent drug of abuse, heroin creates the most serious health hazards. Moreover, cocaine abuse and multiple drug abuse are increasing. Clandestine laboratories producing liquid cannabis and several psychotropic substances have been discovered and seized.

124. In view of the seriousness of the problems it is hoped that the Government will allocate an appropriately high priority to drug control. In coping with the abuse of psychotropic substances, widespread in North America as a whole, it would be highly beneficial if Canada were to join the other two countries in the region in becoming a Party to the 1971 Convention at the earliest possible time.

##### Mexico

125. It will be recalled that a few years ago a serious problem of illicit production and trafficking in opiates emerged in Mexico. At an early stage the Government recognized the problem in all its aspects, promptly elaborated a policy to deal with it and translated that policy into specific national action. In pursuing its efforts the Government also co-operated closely with other countries concerned. Mexico's successful programme encompassed vigorous, flexible and innovative measures which have brought about a steep decline in the amount of opiates of Mexican origin in the international illicit traffic. In the overall bleak picture described elsewhere in this report, the action undertaken by the Mexican authorities is highly commendable and deserves careful study by countries with similar problems for possible adaptation to their situations.

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18) Belgium, Denmark, France, Federal Republic of Germany, Ireland, Italy, Luxembourg, Netherlands, United Kingdom.

126. The Mexican Government continues to persevere in its vigorous fight against illicit production, trafficking and drug abuse. Its programme, which emphasizes eradication of the opium poppy and the cannabis plant, utilizes a remote-sensing system to detect illicit cultivation in time to permit its destruction before harvest is possible.

127. Mexico remains a transit point for illicit drugs being trafficked from Central and South America as well as other areas to the United States and Canada. Large quantities of methamphetamine powder of European manufacture have given rise within the borders of Mexico to illicit processing and trafficking targeted for Canada and the United States. This was made possible because of the lack of vigilance on the part of some manufacturers and the failure of some countries to apply export authorizations. As previously noted the Board is actively pursuing this problem with the countries concerned.

128. Cannabis continues to be the most abused drug in Mexico, while heroin is reportedly not widely used except in some northern border towns. Non-medical use of stimulants and tranquilizers is increasing.

129. At the invitation of the Government, the Board looks forward to sending a mission to Mexico at an early date.

#### United States of America

130. Heroin remains the drug most dangerous to public health and society. In the country as a whole, indicators since 1976 have shown a continuing decline in heroin availability and abuse, in heroin-related deaths and in the number of addicts seeking treatment. However, a severe reverse trend recently emerged in some metropolitan areas along the Northeastern Atlantic coast. The authorities, greatly concerned, have initiated a special comprehensive action programme to counteract and to prevent this new heroin threat from developing in other parts of the country. The programme encompasses intensive enforcement and interdiction activities, both nationally and in conjunction with other countries, as well as emergency treatment arrangements. With respect to source, the authorities indicate that nearly two-thirds of the heroin seized originates in the Middle East.

131. Surveys made by the authorities confirm previous estimates that abuse of cocaine is escalating, particularly on the part of young adults between the ages of 18 and 25. This trend is reflected in the authorities' estimate that in 1979 cocaine displaced marihuana as the principal producer of illicit drug income. Nevertheless, widespread cannabis abuse also continues. Although national surveys indicate a leveling off of marihuana use among young persons between the ages of 12 and 17, they also show persistent use among persons over 26 years of age who smoked the drug in their youth. The authorities indicate that most of the widely available cannabis is smuggled into the United States from abroad, mainly Colombia, although a portion of the drug is illicitly produced domestically, primarily in Hawaii and parts of California. Almost all of the cocaine abused in the United States is derived from coca leaf produced illicitly in Peru and Bolivia and processed in Colombia into cocaine hydrochloride.

132. Domestic illicit manufacture, diversion from licit sources and smuggling from abroad of large quantities of certain psychotropic substances are also causing deep concern. Phencyclidine (PCP) appears currently to pose the most serious problem because of its widespread availability and low price. Amphetamine and methamphetamine are also prominent drugs of abuse. LSD availability has increased but its abuse does not now compare to that of PCP or amphetamines. Effective enforcement action has led to the seizure of many clandestine laboratories manufacturing these substances. The United States, which has for several years applied the provisions of the 1971 Convention, became a Party in 1980.

133. The enforcement programme in the country at the federal level assigns high priority to identifying and immobilizing upper echelon drug traffickers and organized criminal networks and to bringing them to justice. This involves special focus on drug-related financial investigations. In 1979, such investigations resulted in the seizure of over U.S. \$13 million of traffickers' assets in cash and real property. The enormity of the financial dimension of the illicit traffic is demonstrated by the authorities' estimate that illicit drug sales in 1978 amounted to between 44 and 63 billion U.S. \$.

134. A development of interest is the enactment by some jurisdictions of laws directed against the possession, manufacture, sale or advertisement of drug paraphernalia. The objective of these laws is to convey a clear message to abusers that illicit drug use will not be tolerated.

135. In its international drug control programme, the United States pursues substantial bilateral and multilateral activities. The United States and other countries have co-operated in establishing measures to facilitate criminal investigations, prosecution and extradition of drug traffickers. A comprehensive agreement to this end was concluded in September 1980 between the United States and Colombia.

#### THE CARIBBEAN, CENTRAL AND SOUTH AMERICA

136. Production of cannabis used locally and trafficked abroad occurs in the Caribbean, mainly Jamaica. Some Caribbean and Central American countries serve as transit points for the international illicit traffic.

137. In South America the enormous uncontrolled and illicit production of coca leaves, cocaine and cannabis continues unabated. While coca leaf chewing and the smoking of coca paste takes place in the producer countries, cocaine and cannabis are primarily trafficked abroad. Moreover, the scope of the already serious problem of illicit trafficking has recently been enlarged to include the area of psychotropic substances.

138. Bolivia and Peru remain the two major world producers of coca leaves, while cocaine continues also to be illicitly manufactured mainly in Colombia and Ecuador. Cannabis production remains widespread and is growing. Colombia is the main producer, and some official acreage estimates run as high as 275,000 acres. The financial transactions arising from the vast illicit production and trafficking in cocaine and cannabis continue to involve sums of staggering size and to generate serious concern about possible destabilizing economic and political impact on the countries concerned.

139. During 1980 the Government of Peru launched a three-week search-and-destroy operation in its principal coca-producing area. The Board understands that this operation led to the seizure of narcotics and property valued at several million U.S. dollars. Moreover, a large number of persons were arrested and the seized land redistributed. This important action taken in implementation of the new drug law promulgated in 1978 constitutes an encouraging beginning. The Board hopes that it will be expanded and sustained. The Board is seeking information from the Peruvian authorities regarding their plans.

140. In Bolivia, efforts aimed at enforcement activities, registration of licit coca leaf producers and crop substitution were pursued, and a substantial increase in seizures of cocaine and cannabis were reported. Since a change in Government has now occurred, the Board intends to seek information as to the policy the new Government envisages in the face of the serious drug problems and its treaty obligations.

141. The Government of Colombia has continued to intercept large amounts of cocaine and cannabis produced in or transiting the country. The difficulties encountered in enforcement are enhanced since the contraband involves transport by land, sea and air. The Government's action is to be commended. The dimension and complexity of the drug trafficking problem in Colombia require maximum efforts which should be supported by the international community.

142. The Board urges the Government to pay particular heed to measures required by the emergence of trafficking in methaqualone. One effective step would be for Colombia to forbid the import of methaqualone and to advise the Secretary-General of such a prohibition with the request that he inform all countries accordingly, in line with the procedure foreseen in Article 13 of the 1971 Convention. However this should not delay Colombia's adherence to the Convention which the Board urges be done at the earliest possible moment. In addition, enforcement action against trafficking in methaqualone could be strengthened if undertaken in co-ordination with the European countries of origin as well as the main country of destination, namely, the United States.

143. In September 1980 Colombia signed an agreement with the United States which provides for mutual assistance at investigative and judicial stages of criminal proceedings against drug traffickers. A notable feature of this agreement is that evidence produced in one country may be presented in the courts of the other. The Board welcomes this development which can strengthen and expedite action against traffickers and believes that agreements of a similar kind between other countries would be desirable.

144. Throughout the region as a whole abuse of many drugs is prevalent, spreading and causing physical disorders and anti-social behaviour. Cannabis is the most widely abused. However, cocaine, opiates and psychotropic substances are also abused. Among the psychotropic substances most misused and abused are amphetamines and barbiturates, but methaqualone and tranquillizers also constitute drugs of abuse. A common trend in many countries is toward multiple drug abuse. In addition, as previously noted, coca leaf chewing and the smoking of coca paste take place, particularly in Bolivia and Peru.

145. The problems caused by drug production and trafficking are so immense in the region as a whole and increasing at such a pace that progress toward reversing current trends requires expanded, accelerated and co-ordinated activities -undertaken nationally,regionally and inter-regionally. The Board notes with satisfaction that the long history of regional co-operation in the area now encompasses drug control. In this connection the Board welcomes the action taken by the Parties<sup>19)</sup> to the South American Agreement on Narcotic Drugs and Psychotropic Substances to co-ordinate measures at the national and regional level. The international community should stand ready to consider favourably requests for technical and/or financial assistance to support the efforts of national Governments to carry out their obligations under the drug control treaties.

#### AFRICA

146. Until recently most African countries have fortunately not suffered substantially from drug abuse and illicit traffic. However, they are at risk since international traffickers are taking advantage of current lack of fully developed control machinery and enforcement capacities in some countries.

147. In spite of their diversity many African countries are to a large extent experiencing similar problems. Locally produced cannabis is the most widely abused drug followed by psychotropic substances, apparently of European manufacture. The movement of migratory workers may play a role both in regard to trafficking and consumption. A growing number of African nationals are being arrested in Western Europe for involvement in the international illicit traffic.

148. A common pattern in many countries appears to be the ever more widespread abuse of amphetamines and barbiturates in addition to methaqualone. Multiple drug abuse, often combined with alcohol, has been reported by several countries. These trends emphasize the need for African countries, which have not yet done so, to adhere to the 1971 Convention and to adopt legislation regulating trade, distribution and use of psychotropic substances in line with the provisions of the Convention. Moreover, it is essential that African Governments should themselves make a systematic assessment of their medical needs for psychotropic substances to enable them to limit the importation thereof exclusively to the amounts required. Such action, combined with the application of Article 13 of the 1971 Convention, or, for non-Parties with the utilization of an analogous procedure, would provide the countries with a degree of protection against exports to them of unwanted substances.

149. In general, African countries will wish to pay urgent attention to strengthening their drug control machinery, including training and equipping drug enforcement units. The international community should assist in this effort.

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19) Argentina, Bolivia, Brazil, Colombia, Ecuador, Paraguay, Peru, Uruguay and Venezuela.

150. The Thirty-Fifth Ordinary Session of the Council of Ministers of the Organization of African Unity, held in Freetown, Sierra Leone in June 1980, demonstrated a sharp awareness of the drug abuse problem and its recommendations included the establishment of a standing OAU committee to deal with drug control. The Board welcomes this regional co-operation.

151. For its part, the Board is conducting a Seminar for Drug Control Administrators from some 20 anglophone and francophone African countries. This seminar, financially supported by UNFDAC, will take place in Mauritius in December 1980. It contributes to the implementation of the Economic and Social Council's call for increased priority for drug control in African countries.<sup>20)</sup>

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20) Resolution E/1980/18

## CONCLUSIONS

152. The international control system as it relates to the licit movement of narcotic drugs for medical and scientific purposes is generally satisfactory. However, an oversupply of opiates persists despite the substantial reductions which have been made in opium poppy cultivation and in opium and poppy straw production. Excessive accumulations of stocks in producing countries, accompanied by profoundly depressed prices, have had adverse economic and social effects in those countries and could endanger the effectiveness of controls. Overexpanded manufacturing capacity threatens to intensify the disequilibrium. In these circumstances India and Turkey, as the longest-established producers of narcotic raw materials for export, merit special consideration and practical support in accordance with the principles of international solidarity and collective responsibility embodied in the resolutions of the Council and the Commission. Pursuant to its treaty responsibilities and these resolutions, the Board is continuing, through studies in depth and consultations with Governments, to promote co-ordinated and co-operative action to restore and maintain an enduring balance between supply and demand.

153. Against the background of the deteriorating drug abuse control situation in many countries, the Board has made suggestions earlier in this report relating to some remedial action which might be pursued. Additional conclusions and possible lines of action are set forth below.

154. The Board plans actively to pursue its dialogues with Governments to promote corrective measures. It hopes to initiate early dialogues with the Governments of those countries in which substantial illicit production or manufacture of drugs take place, where drug abuse is widespread, and where large-scale transit trafficking occurs. The Board proposes to focus special attention on certain parts of the Middle East, since seizure data indicate that this area currently supplies the largest proportion of opiates to the illicit traffic.

155. Governments are reminded that in the long-term, progress towards containing and reducing the production of narcotic raw materials can be made only if farmers are provided with alternative means of earning their living, such as by growing food and other crops. "Producer" countries' commitments to this end, reflected in concrete economic and social development programmes, merit the whole-hearted and large-scale support of the international community. Countries which have already launched successful pilot projects aimed at substituting the poppy by other crops should extend the application of the results as widely and rapidly as possible throughout the producing areas. The need for them to proceed in conjunction with law enforcement and demand reduction remains of paramount importance.

156. To be successful, comprehensive development programmes aimed at drug control need necessarily to be based on the fullest possible information regarding the location and extent of illicit poppy cultivation. The Governments concerned may wish to consider the possibility of utilizing modern technology which could assist them to this end.

157. However, unless the illicit demand for narcotic drugs and psychotropic substances is diminished, both in developing and developed countries, the reduction of illicit supply will make little impact, since the elimination of one source of supply will continue merely to be offset by another. Effective prevention, treatment and rehabilitation, admittedly difficult since the modification of individual behaviour is involved, offers the greatest potential for containing the drug abuse related problems.

158. A concerted international attack is essential if progress is to be made against all facets of the drug abuse problem. With regard to trafficking, regional and inter-regional co-operation -ranging from Governments' policy-making level to law enforcement operations- is indispensable if the link between illicit production and demand is to be broken. Such a co-ordinated national, regional and inter-regional approach could be facilitated in the case of heroin if the source of the drug found in the illicit traffic could be determined more precisely on a basis which could be accepted internationally, taking into account the circumstantial evidence involved in seizures and chemical analyses of the materials seized. Such a programme designed to establish international consensus on the origin of seized heroin can most appropriately be pursued under United Nations aegis.

159. The Board reiterates its appeal to Governments, especially in industrialized countries, to take all practicable measures to prevent acetic anhydride, a key agent used for heroin manufacture, from being diverted for such criminal use. A positive step toward co-operative international action was taken by the Division of Narcotic Drugs when it organized a meeting on measures against such use in the course of 1980.<sup>21)</sup>

160. Accelerated and internationally co-ordinated research is basic to the international community's fight against the immense and ever escalating illicit production, trafficking and abuse of cannabis and its products (marijuana, hashish and cannabis oil). Such research should be directed particularly to adverse health consequences for long-term use and use by adolescents and children. The Board has urged in several previous reports that this essential research be pursued resolutely and urgently so that an international scientific consensus can be developed and full information regarding adverse health consequences can be widely disseminated.

161. Cocaine is illicitly trafficked in substantial and growing volume and its abuse takes place not only in the countries of illicit manufacture, but also increasingly in other countries involving several geographical regions. This drug is being used in particularly hazardous ways such as coca-paste smoking. The Board reiterates the suggestion contained in its report for 1979 that Governments should engage in systematic campaigns to warn abusers of the health hazards involved.

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21) E/CN.7/657/Add.1

162. The Board strongly reiterates its appeal to all countries which have not yet adhered to the 1971 Convention to become Parties promptly. Worldwide adherence is vital if the international licit trade in these substances is to be effectively controlled to prevent their diversion and if an energetic and concerted campaign against illicit manufacturing, trafficking, misuse and abuse is to be successfully carried out.

163. It is essential that once countries become Parties, they enact implementing laws and regulations without delay and fully enforce them. Special attention should be given to applying the system of prior authorization of imports and exports for substances in Schedules I and II as specified in Article 12, paragraph 1 of the Convention. Moreover, countries should also declare to the importing country their exports of substances in Schedule III as required by Article 12, paragraph 2.

164. All non-Parties -and particularly the manufacturing and exporting countries,- pending formal adherence to the Convention, should voluntarily enforce the treaty's provisions to the maximum extent possible and should apply with urgency those relating to Schedule I and II substances. Non-Parties not already doing so should also supply the statistics requested by the Board enabling it to monitor the international trade and identify instances of diversion so that timely remedial action can be taken.

165. On the basis of the Board's analysis of information made available by Parties and non-Parties, it appears that licit production of certain psychotropic substances exceeds medical and scientific requirements and that diversion of large quantities of Schedule II substances has been attempted and in some instances has succeeded. One means employed in such attempts has been the use of counterfeit import certificates. These illegal operations have been facilitated by unscrupulous intermediaries.

166. In the light of the cases which have come to the Board's attention thus far, it proposes that Governments give careful consideration to taking measures designed to enhance international control and prevent diversion from licit production and trade. In this connection the Board urges that all exports of Schedule II substances should be permitted only on the basis of import authorizations. The authenticity of each such authorization should be verified, and the amounts of the substances requested should be commensurate with the apparent medical and scientific requirements of the importing country. In cases of doubt, confirmation of the import certificate's authenticity should be sought. The Board remains ready to continue to use its good offices to facilitate such verification if the exporting country so requests.

167. The Board would welcome Governments' comments on another measure which it believes could not only facilitate international control but also assist Governments. Such a step would be for Governments from time to time to assess the order of magnitude of their medical and scientific requirements for Schedule II substances, and other controlled substances as they may deem appropriate, and to communicate this information to the Board. The Board could in turn make it available to Governments. Such information could provide guidance to the manufacturing countries in establishing their production programmes so that medical requirements can adequately be met, but at the same time substantial over-production avoided, and the risk of

diversion for misuse and abuse lessened. Countries could voluntarily refrain from exporting Schedule II substances in amounts which exceed countries' assessments unless prior consultation with the importing country confirms that the amount in question is desired.

168. Countries should carefully monitor the developing situation in respect of the abuse of all psychotropic substances. If evidence shows that public health is endangered by substantial misuse or abuse of a particular substance, Governments should promptly call attention to such a situation with a view to the initiation of the procedures outlined in the 1971 Convention looking toward the placement of the substances concerned in the appropriate control schedule.

169. All countries can take rapid action to protect themselves by reviewing their medical needs for substances covered by the Convention and banning, pursuant to Article 13, the import of all substances they deem inappropriate for their medical requirements. The Board notes with interest that several countries have already sent appropriate notifications to the Secretary-General to this end and that they include several developing countries.

170. In addition to the circulation by the Secretary-General of individual notifications of import prohibitions made pursuant to Article 13, the Board, in order to facilitate the work of national administrations, intends to publish annually a complete list of such prohibitions in its List of Psychotropic Substances under International Control (Annex to Form P, "Green List") which will be sent to Governments each year. This list will be published both on a country-by-country basis (including non-Parties) and on a substance-by-substance basis.

171. Some developing countries are at particularly high risk from misuse and abuse of psychotropic substances, in part because their administrative resources do not permit effective control of import and distribution for medical use. Requests from such countries for assistance to establish or improve their drug control administrations merit a prompt and favourable response from the international community.

172. The Board wishes to reiterate the importance it attaches to the role of the WHO, not only in carrying out actively the responsibilities it has assumed under the 1971 Convention, but also in encouraging the timely adoption by the medical and pharmaceutical professions of practices designed to prevent harmful use of psychotropic substances. Particularly in the early years of the Convention's implementation special attention is required to ensure that an appropriately high priority is accorded to this indispensable work.

173. As the Board has previously observed, the means used against illicit drug trafficking must necessarily be determined by each Government taking into account the local circumstances. Because of the penetration by organized criminal groups into the trafficking networks, such groups properly constitute a priority target for enforcement agencies. Nevertheless, continuing action, simultaneously directed against other elements of the illicit trafficking and distribution systems as a whole, remains essential if trafficking is to be contained and reduced.

174. Illicit drug production and trafficking require vast financial outlays and generate enormous criminal profits. This vicious spiral engenders serious consequences for the countries concerned by undermining their financial, economic, social and political stability. Governments should augment domestic and international measures to facilitate co-operative investigations to identify and to prosecute the criminal financiers of organized drug trafficking. The Board notes with satisfaction that the first international meeting of experts on this subject was convened under United Nations auspices by the Division in 1980. The consensus of the Group<sup>22)</sup> that special agreements be concluded among countries to facilitate investigation and prosecution merits careful study by Governments.

175. The serious drug control situation in many parts of the world requires renewed dedication, vigilance, and action by all countries- both in their own interests as well as those of the international community. Comprehensive action within the framework of an overall strategy is essential, both nationally and internationally, as well as bilaterally and regionally. To provide maximum impact such a strategy should continue simultaneously to be directed against illicit drug production, trafficking and abuse and should be co-ordinated worldwide to the extent possible. Pursuant to resolutions of the General Assembly and ECOSOC, the Commission is seized with the responsibility for elaborating such a world-wide strategy. The Board stands ready to continue to assist within the scope of its mandate in this endeavour.

176. National and international strategies can succeed only if Governments and international organizations assign priorities and provide resources commensurate with the immensity of the drug abuse problem in all its aspects. The Board, therefore, appeals to Governments to make the necessary commitments and to translate them into concrete action. The provision of substantially increased resources in personnel and funds is an indispensable prerequisite to an expanded, revitalized and worldwide counter-attack against drug abuse. In considering their contributions to this common effort, Governments will be aware that the benefits such assistance can bring to their own peoples as well as to the international community as a whole outweigh the far more costly human and economic losses generated by drug abuse. Accordingly, the Board once again appeals to Governments to rededicate themselves to the containment and reduction of drug abuse and to this end make available the required resources.

(signed) Paul Reuter  
President

(signed) Béla Bölcse  
Rapporteur

(signed) Abdelaziz Bahi  
Secretary

Vienna, 7 November 1980

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22) Document E/CN.7/657/Add.2

PRESENT MEMBERSHIP OF THE BOARD

Dr. Nikolai K. BARKOV

Chief, Laboratory for the Pharmacology of Narcotic Drugs, Serbsky Institute of Forensic Psychiatry, Moscow; member of the Commission on the Problem of Pharmacology of the Ministry of Public Health of the USSR; member of the National Narcotics Control Board of the USSR; member of the Commission on Clinical Pharmacology 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; Vice-Chairman of the Standing Committee on Estimates.

Dr. Béla BÖLCS

Former Head of Department of Pharmacy, Ministry of Health, Hungary. Head of the Hungarian delegation to the Commission on Narcotic Drugs from 1966 to 1979 (except 1975), to the United Nations Conference for the adoption of a Protocol on Psychotropic Substances (Vienna, 1971), and to the United Nations Conference to consider amendments to the Single Convention on Narcotic Drugs (Geneva, 1972); member of the Board since 1980, and its Rapporteur in 1980.

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.

Dr. Babakar S.M. DIOP

Professor of Psychiatry, University of Dakar; Consultant to the 23rd Session of the Regional Committee for Africa; member of the World Health Organization Expert Advisory Panel on Mental Health; member of the Board since 1980.

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; Rapporteur in 1979 and Vice-President since 1980.

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 and Chairman of the Standing Committee on Estimates 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 Victorio V. OLGUIN

Professor of medicine at the Faculty of Medical Sciences, National University of Buenos Aires; Brigadier (Medical Corps) and General Director, medical services of the Argentine Air Force; Director of Hospital Institutions; advisor to the Ministry of Social Welfare and Public Health, and director of International Relations of the Ministry and the Secretariat of Public Health and the Secretariat of Science and Technology; President of the XVIIIth World Health Assembly, member of the Executive Board and member of the Panel of Experts of the World Health Organization; member of national and international scientific institutions; representative of the Argentine Government at the United Nations Conference for the Adoption of a Protocol on Psychotropic Substances (Vienna, 1971), and to the United Nations Conference to Consider Amendments to the Single Convention on Narcotic Drugs, 1961 (Geneva, 1972); Member of the Board from 1974 to 1977 and again, since 1980; Vice-President of the Board in 1975 and 1976.

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.

Mr. Jasjit SINGH

Former Chairman of the Central Board of Excise and Customs and Special Secretary to the Government of India in the Ministry of Finance. During 1976-77 functioned as the highest quasi-judicial departmental tribunal to hear final appeals in Customs, Excise, Foreign Exchange and Gold Control cases. Head of the Indian delegation to the Commission on Narcotic Drugs (1973-1976; 1978-1979) and its Chairman in 1975. Head of the Indian delegation to the Customs Co-operation Council (1973-76; 1978) and its Chairman in 1975 and again in 1976. Member of the Board since 1980.

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At its spring session in May 1980 the Board re-elected Professor Paul Reuter as President. Ms. Betty Gough was elected First Vice-President and Professor Sükrü Kaymakçalan re-elected Second Vice-President and Chairman of the Estimates Committee. Moreover, Dr. Nikolai Barkov was re-elected Vice-Chairman of the Estimates Committee, Dr. Béla Bölcş was elected Rapporteur and Mr. Jasjit Singh Chairman of the Budget Committee.

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Pursuant to article 10, paragraph 3 of the Single Convention on Narcotic Drugs, 1961, the seat, previously held by Dr. Jehan Shah Saleh, has become vacant, and the procedure prescribed by the Convention to fill the vacancy has been initiated.

BOARD SESSIONS IN 1980

The Board held its twenty-seventh session from 27 May to 6 June and its twenty eighth session from 15 October to 7 November. The Secretary-General was represented by Mr. C.E. Bourbonniere, Director of the United Nations Office at Vienna. The Division of Narcotic Drugs was represented by its Director, Dr. G.M. Ling, at the twenty seventh session and by its Deputy-Director, Mr. F. Ramos-Galino, at its twenty-eighth session. The United Nations Fund for Drug Abuse Control was represented by its Executive Director, Dr. B. Rexed, at the twenty-seventh session and by its Deputy Executive Director, Mr. D.A. Sohlin, at the twenty-eighth session. The World Health Organization was represented by Dr. I Khan, of the Office of Mental Health. At the twenty-eighth session, the Secretary-General of ICPO/Interpol, Mr. A. Bossard, was invited to address the Board on illicit traffic in drugs.

REPRESENTATION AT INTERNATIONAL CONFERENCESUNITED NATIONSEconomic and Social Council

First regular session, 1980 (New York, April-May 1980)

Commission on Narcotic Drugs

Sixth special session (Vienna, February 1980)

Meeting on Drug Trafficking and Other Crime (Vienna, June 1980)

Ad-hoc Meeting on Co-ordination in Matters of International Drug Control (Vienna, September 1980)

Meeting on Measures Against the Use of Acetic Anhydride or Acetyl-chloride in the Illicit Manufacture of Heroin (Vienna, October 1980)

Meeting on Financial Assets and Transactions Related to Illicit Drug Trafficking (Vienna, October 1980)

WORLD HEALTH ORGANIZATION

65th Session of the Executive Board (Geneva, January 1980)

33rd World Health Assembly (Geneva, May 1980)

Expert Committee Meeting on the Implementation of the 1971 Convention (Geneva, September 1980)

Meeting on the Review of Psychoactive Substances for International Control (Geneva, September 1980)

CUSTOMS CO-OPERATION COUNCIL

105th/106th Sessions of the Permanent Technical Committee (Brussels, December 1979)

13th Meeting of Representatives of Customs Investigations Services (Ottawa, April 1980)

ICPO/INTERPOL

49th General Assembly Session (Manila, November 1980)

REPRESENTATION AT REGIONAL CONFERENCES

EUROPE

ICPO/ Interpol: European Meeting for Heads of National Services Specialized in Action Against the Illicit Drug Traffic (St. Cloud, France, January 1980)

NEAR AND MIDDLE EAST

United Nations Sub-Commission on Illicit Drug Traffic and Related Matters in the Near and Middle East (Vienna, February 1980)

Training Seminar on Drug Law Enforcement in the Gulf Area (arranged by the Division and the Government of Kuwait, Kuwait, March 1980)

ASIA

WHO Inter-regional Workshop II on Prevention and Treatment of Drug Dependence (Bangkok, November 1979)

WHO Inter-regional Workshop on Epidemiological and Intervention Programme for Rural Opium-using Populations (Chiang Mai, Thailand, November 1979)

WHO Regional Workshop for the Western Pacific on Psychotropic Drugs (Manila, August 1980)

ICPO/Interpol 6th Asian Regional Conference (Manila, November 1980)

AFRICA

First International Symposium on Drug Problems in African Francophone Countries (arranged by the Division and ICAA, Dakar, January 1980)

Sub-regional Training Seminar on Narcotic Control for Southern Africa (arranged by the Division and UNDP, Mbabane, Swaziland, July 1980)

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1981: INTERNATIONAL YEAR OF DISABLED PERSONS

In its resolution 31/123 the General Assembly proclaimed the year 1981 International Year of Disabled Persons (IYDP). Among the causes of disability are those attributable to man and his environment; one of these causes is the abuse of narcotic drugs and psychotropic substances. The attention of Governments and national IYDP committees is drawn to the fact that sustained drug abuse may lead to mental and/or physical disability. Efforts must therefore be made to reduce such disabilities, both by preventive action and by efforts at rehabilitation.

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.

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.

## 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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