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INTERNATIONAL NARCOTICS CONTROL BOARD

Vienna

**Report of the International Narcotics
Control Board
for 1984**



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

For a full list of the international drug control treaties, see Annex III.

REPORTS PUBLISHED BY THE INCB IN 1984

This annual Report is supplemented by the following four detailed technical reports:

Estimated World Requirements of Narcotic Drugs in 1985 (E/INCB/1984/2)

Statistics on Narcotic Drugs for 1983 (E/INCB/1984/3)

Statistics on Psychotropic Substances for 1983 (E/INCB/1984/4)

Comparative Statement of Estimates and Statistics on Narcotic Drugs for 1983 (E/INCB/1984/5)

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NOMENCLATURE OF COUNTRIES AND TERRITORIES

In referring to political entities, the Board is guided by 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.

IN MEMORIAM

Professor Şükrü Kaymakçalan

It is with deep sorrow that the members and the secretariat of the Board learned of the death of Professor Şükrü Kaymakçalan in Turkey on 22 July 1984. Professor Kaymakçalan became a member of the Board in 1968 and his service spanned sixteen years. He served as Vice President and Chairman of the Standing Committee on Estimates from 1975 to 1980 and from 1982 until his death. His contributions to international drug control were unique and so recognized worldwide. His rare ability to translate his vast scientific and technical knowledge into specific practical actions to improve drug control have immeasurably benefited the Board and the international community.

Professor Kaymakçalan served for many years as Chairman of the Department of Pharmacology of Ankara University. He conducted extensive research on cannabis and was recognized as a world authority in the field. His work led to better understanding of the health hazards caused by abuse of cannabis and provided a scientific basis for policy decisions regarding its control.

Professor Kaymakçalan rendered important service to the World Health Organization, particularly as a member of the organization's Expert Advisory Committee on Drug Dependence. He also made highly valuable contributions as a Member of the Technical Committee of the United Nations Conference for the Adoption of the 1961 Convention. His participation in scientific meetings held all over the world was constantly sought.

The Board has lost not only an invaluable colleague but also a dear friend. It wishes to dedicate this report to Professor Kaymakçalan's memory.

FOREWORD

1. The International Narcotics Control Board is the successor to drug control bodies, the first of which was established by international treaty more than half a century ago. A series of treaties confer on the Board specific responsibilities. 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 is enjoined to act in co-operation with Governments and to maintain continuing dialogues with them in order to further the aims of the treaties. Such dialogues are pursued through regular consultations and sometimes through special missions arranged in agreement with the Governments concerned.

2. The Board consists of thirteen members who serve in their personal capacities, not as government representatives. Its present composition and the curricula vitae of its members are to be found in Annex I, pages I/1-4. The Board held two regular sessions during 1984. 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 in consultation with the President and other members of the Board as appropriate.

3. The Board collaborates with the other international bodies concerned with drug control. These include not only the Economic and Social Council and its Commission on Narcotic Drugs, but also the relevant specialized agencies of the United Nations, particularly the WHO. At the secretariat level, there is collaboration between the Board's staff on the one hand and those of the Division of Narcotic Drugs and the United Nations Fund for Drug Abuse Control on the other in the pursuit of their separate, but complementary tasks. The Secretary-General has appointed Mr. William B. Buffum, Under-Secretary-General for Political and General Assembly Affairs, as overall co-ordinator for United Nations drug control-related activities. The Board warmly welcomes the personal interest being taken by the Secretary-General and the Board's secretariat is co-operating fully with the Under-Secretary-General.

4. The Board is required to prepare an annual report on its work. This Report analyzes the drug control situation worldwide, so that Governments are kept currently aware of existing and potential situations which may 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 make suggestions and recommendations for improvements, both at the national and international levels.

5. The Report is supplemented by four detailed technical reports containing data on the licit movement of narcotic drugs and psychotropic substances and the Board's analyses of this information. The titles of these reports are to be found on the inside of the front cover.

THE CURRENT WORLD SITUATION - AN OVERVIEW

6. Drug abuse continues to threaten a large number of persons and to undermine economic and social order in most parts of the world. Drugs abused by various sectors of society, including youth in their formative years, comprise opiates, cocaine, cannabis and a variety of psychotropic and other dependence producing substances. Health hazards are aggravated by the multiple use of these drugs, often in combination with alcohol, and by the increasingly perilous means by which they are taken. Illicit cultivation and production of drugs and trafficking now involve many more countries. These illegal activities continue to be financed and operated by well organized international criminals. They are so pervasive and generate such vast volumes of capital that countries' economies are disrupted, legal institutions menaced and the very security of some States is threatened. Whenever illicit cultivation, production and trafficking occur, abuse among local populations nearly always ensues. This accounts for the spread of drug abuse geographically beyond the few countries which once were the main centres of such abuse. The fact is that very few countries now remain unaffected.

7. If the dimensions of the danger to societies are unprecedented, the very degree of deterioration has itself led the Governments concerned to launch similarly unparalleled counter-offensives against the traffickers. During 1984, Heads of State, particularly in the Americas, have directed their personal attention to such counter-measures. In undertaking such counter-action, Parties carry out obligations assumed by them under the existing treaties. These counter-offensives are being fought on many fronts. Cannabis, coca plants and opium poppies are being eradicated on a larger scale, and new and more effective methods of eradication of illicit crops are being utilized. Furthermore, record amounts of drugs are being seized and many clandestine laboratories are being detected and dismantled. In addition, new focus is being placed on preventing chemicals essential for illicit manufacture of drugs from being diverted for such manufacture. These positive steps have emerged in the wake of the development of new and more comprehensive co-operation, bilaterally, regionally and inter-regionally, at all levels. This co-operation has permitted more rapid and comprehensive investigations, leading to larger numbers of arrests and to the detection and seizure of traffickers' immense financial and other assets. During 1984, new arrangements have been developed to permit extradition for drug crimes.

8. With regard to illicit demand for drugs, authorities in many of the affected countries are placing new stress on measures to prevent abuse as well as to treat and rehabilitate abusers. Prevention campaigns are receiving greater media coverage at the local level. Community and parent participation is increasingly proving to be an effective force for the prevention and treatment of drug abuse in a number of countries. More countries are taking steps to advance epidemiological research to identify causes, patterns and extent of abuse.

9. Nevertheless, the grave situation demands that, in order to have significant impact, these counter-offensives continue to be resolutely pursued to reduce supplies, trafficking and demand.

10. In its report for 1983 the Board expressed concern that in the face of the magnitude of the drug abuse problem, determination may sometimes be giving way to permissiveness. Circles in some countries are still under the erroneous assumption that permitting unrestricted use of so-called "soft" drugs, regarded by them as less harmful, would permit better control of other drugs they deem more perilous to health. The Board again reiterates that Parties to the Conventions are not free to select which of the drugs under international control they will restrict exclusively to medical and scientific uses. Parties are obligated to take effective measures for the control of all such drugs in co-operation with other states, although each Government is free to decide on the most appropriate measures in the light of the particular conditions existing in its country. In previous reports the Board emphasized, and again reaffirms, that non-medical consumption of cannabis is illegal under the 1961 Convention and that no Party to the Convention can authorize such use without being in violation of the treaty.

11. In any case, the approach adopted in some countries of making a distinction between "hard" and "soft" drugs does not seem to have resulted in containment or decrease in abuse and trafficking. Indeed, the reverse seems to have occurred. The loosening of legal and other restrictions in the case of "soft" drugs has apparently been regarded by the general public and traffickers as signalling tolerance on the part of the authorities towards drug abuse generally. The result is an escalation of abuse of both "soft" and "hard" drugs, sometimes in combination, and of trafficking to meet the increased demand.

12. It is indeed paradoxical that regions in which major and growing abuse of heroin and cocaine takes place are themselves sources of chemicals essential for the illicit manufacture of these drugs in other regions where poppy and coca leaf are cultivated. Intensified attention needs to be directed to the elaboration of national, regional and inter-regional arrangements to permit the effective monitoring of the movement of such chemicals to prevent their diversion for use by traffickers. Similar attention needs to be focused on international trade in precursors of drugs of abuse. This question is discussed at greater length elsewhere in this Report^{1/}.

13. The 1961 Convention as amended^{2/} and the 1971 Convention^{3/} both elaborate penal provisions and specify punishable offenses. Serious offences are liable to adequate punishment particularly by imprisonment and other penalties of deprivation of liberty. These offenses include intentional participation in, and conspiracy to commit or attempt to commit such offenses, as well as preparatory acts and financial operations connected with them. Parties are required to prosecute offenders. Moreover, offenses enumerated in the 1961 Convention as amended are deemed to be included in existing extradition treaties between Parties, and Parties are required to include such offenses in every extradition treaty to be concluded between them. In addition, this Convention envisages circumstances^{4/} under which Parties may use the Convention itself as the legal basis for extradition for drug offenses.

^{1/} Paragraphs 40-43.

^{2/} Article 36.

^{3/} Article 22.

^{4/} Article 36, paragraph 2 (b) ii).

14. The Board welcomes the conclusion of new extradition agreements during 1984. Parties to the Conventions, pursuant to the obligations they have undertaken as outlined above, are urged to review existing extradition agreements and the possibility of new arrangements. The need for Parties promptly to carry out their undertakings under such agreements is obvious.

15. Over the last several years, many Governments have enacted laws increasing penalties for drug trafficking. The Board welcomes these actions. Nevertheless, there are numerous instances in which offenders, even major traffickers, are given relatively light sentences and even these sentences are in fact shortened because criminals are released early and do not serve the full time of imprisonment. The result is that drug traffickers, apprehended after lengthy and effective enforcement action, are free to resume their criminal careers. The situation prevailing in each country should be urgently reviewed by the Government concerned so that laws and administrative regulations can be tightened as warranted. Unless this is done, the efforts of the enforcement authorities, however devoted and vigorous, cannot have maximum impact.

16. International controls on psychotropic substances have begun to function more effectively. More countries, Parties and non-Parties alike, are furnishing to the Board not only the data specified in the 1971 Convention, but also the additional information which the Board has requested to facilitate its ability to detect or prevent diversions and alert national authorities. During 1984, Governments co-operating among themselves and with the Board have succeeded on several occasions in taking timely action to thwart traffickers' efforts to divert large quantities to the illicit market. Falsified import orders and certificates have frequently been used in such cases. With regard to methaqualone, additional countries have taken action to curtail or to limit manufacture. This has significantly reduced instances of diversion of this substance. Nevertheless, in view of the large stocks remaining from earlier manufacture, continuing vigilance is required to prevent traffickers from exploiting these stocks. Moreover, traffickers are predictably making substitutes available, in particular diazepam or other benzodiazepines.

17. The Board, therefore, notes with satisfaction the action taken by the Commission to place 33 such substances under international control. The Board intends to ask Governments voluntarily to supply information over and above the data envisaged in the 1971 Convention in order to enable it to follow the movement of psychotropic substances in international trade more effectively. Control of psychotropic substances remains complex because of the ever increasing number of such substances, their extensive use in medical treatment and their growing illicit use.

18. Beginning in the late 1960's, when the drug abuse problem suddenly began to become more acute, Governments took action further to strengthen the existing international controls over narcotic drugs and to establish controls over psychotropic substances through the conclusion of new treaties. Unfortunately, some countries have not yet enacted the legislation and administrative mechanisms and regulations necessary to carry out the provisions of these treaties. Others have yet to become Parties. Without universality of participation in the treaties and firm national action to carry them out, neither existing nor additional treaties can be fully effective against the illicit traffic, nor against any other aspect of the drug abuse problem.

19. Governments are understandably worried about the dimensions of the drug problem as it exists today. This worry is reflected in initiatives recently taken by several Governments. The Board not only shares Governments' concern and therefore welcomes the motivation for these initiatives, but also fully concurs that illicit drug trafficking could constitute a crime against mankind. A first step which could readily give effect to the spirit and basic purposes of the new initiatives might be for Governments to adopt a universal declaration for intensified concerted action to be taken against illicit drug activities pursuant to the general obligations assumed under the main drug control treaties, namely, the Single Convention on Narcotic Drugs, 1961, as amended by the 1972 Protocol, and the Convention on Psychotropic Substances, 1971. Such a declaration could establish standards of achievement for all countries to the end that they will strive to secure their observance. It would complement the existing treaties and solemnly and formally call for more accelerated comprehensive and co-ordinated action against trafficking and all other illicit activities. With regard to the provision of assistance to help developing countries combat illicit traffic, the Board notes that the United Nations Fund for Drug Abuse Control is steadily expanding its resources and increasing its support for drug control programmes, including measures to fight the illicit traffic, in many developing countries. The Fund has served as a catalyst to stimulate the Governments concerned to strengthen their commitments to drug control. Concurrently, Governments have supported this effort, not only by making financial contributions to UNFDAC, but also by undertaking bilateral programmes which supplement the work of the Fund. The Board urges Governments to provide generous and sustained contributions to enable the Fund further to expand its support for programmes in developing countries.

OPERATION OF THE INTERNATIONAL DRUG CONTROL SYSTEM

Narcotic Drugs

20. To date, 115 States have become Parties to the 1961 Convention in its original and/or amended form. In practice most States which have not yet formally adhered to these treaties nevertheless co-operate with the Board. They are urged once again to become Parties at the earliest possible date. The very few States which do not yet participate in the international drug control system could bolster the common defenses against drug abuse by developing at least de facto co-operation.

21. Three technical reports on narcotic drugs published annually by the Board set forth information furnished by Governments, in accordance with the international treaties, together with the Board's analyses of the data received. These documents provide estimated opium production and licit requirements of narcotic drugs;^{5/} statistics on narcotic drugs, accompanied by an analysis of the major trends in the licit movement of such drugs;^{6/} and a comparative statement of estimates and statistics.^{7/} This information permits the Board and the international community to verify whether Governments are adequately applying the treaty provisions.

^{5/} E/INCB/1984/2 and subsequent monthly supplements.

^{6/} E/INCB/1984/3.

^{7/} E/INCB/1984/5.

22. As previously recalled, the principal aim of the 1961 Convention is to limit the availability of narcotic drugs exclusively to medical and scientific uses thus preventing diversion, while at the same time ensuring an adequate supply for licit requirements.

23. The international control system as it relates to the movement of narcotic drugs for licit purposes generally works satisfactorily and seems sufficient to prevent large quantities of such drugs from being diverted from the licit trade into the illicit traffic. However, it is indispensable that all countries submit all required data to the Board in a timely manner. Without this co-operation between Governments and the Board, the latter will not be able to fulfill the supervisory and analytical functions assigned to it by the international community.

24. The fact that the system generally works well is mainly due to the estimates system which covers all narcotic drugs under international control and all countries. Exporting countries are under an obligation not to authorize exports in excess of the estimates confirmed or established by the Board, and published annually and up-dated monthly. This restriction applies even if exports are based on valid import authorizations. Exporting countries have at their disposal the Board's published list of estimates for all countries. However, if doubts should arise in respect of particular imports requested, exporting countries should always consult the secretariat of the Board. A number of countries do so on a regular basis. Over the last eight years, only 16 cases^{8/} of actual diversion from legitimate trade into the illicit traffic have been detected by the Board as a result of its analyses of the data it receives from Governments. However, the total amounts diverted are very small compared with the quantities traded internationally. During the past two years, it has become apparent that diversions have occurred because traffickers have succeeded in obtaining drugs by means of forged import certificates. This represents a new development in the case of narcotic drugs, although traffickers over the past several years have used forged import certificates to divert large amounts of psychotropic substances. Intensified and continuing vigilance is therefore necessary.

25. The threat to the control system, posed by forged or falsified import certificates, can be countered only if import requests are systematically scrutinized. With a view to being in a position to assist Governments to verify the authenticity of import requests, the Board, in a circular letter despatched in March 1984, invited authorities to provide it with copies of the official forms used for the export and import of drugs under international control. A very large number of Governments have responded favourably to the Board's request^{9/}. The Board expresses its deep appreciation to them.

^{8/} These do not include cases of attempted diversions which were prevented.

^{9/} E/INCB/C.L./172 of March 1984.

26. Should the authorities of an exporting country still be in doubt as to whether the import certificates submitted to them are genuine or not, exports should take place only after the export authorization has been sent to and received by the authorities of the importing countries. These countries would then be able to intervene with the exporting countries and stop the consignment if the transaction should prove illegal.

27. In last year's report the Board specifically called upon exporting countries to exercise vigilance^{10/}, and their cooperation in response has helped thwart attempted diversions. However, alleged importing countries must necessarily respond expeditiously when the Board asks them to verify import certificates. Unless they do so, swift action cannot be taken in time to investigate the cases in question, prevent diversions, and strengthen the control system.

28. In this connection the Board wishes to remind importing countries of their treaty obligation to return to the competent authorities of the exporting country copies of export authorizations duly endorsed to indicate that the consignment has been received.

Psychotropic substances

29. Over the last two years, only one country, the Ivory Coast, has acceded to the 1971 Convention, becoming the 77th Party. The Board notes that some other Governments are also taking the steps necessary to ratify the Convention in the near future. The Board welcomes the announcement by the United Kingdom of its intention to ratify the Convention. All Governments who are not yet Parties are reminded of the importance of adhering to the Convention in order to buttress effective international control with the aim of restricting the production and consumption of psychotropic substances to legitimate purposes.

30. Most countries, both Parties and non-Parties, submit to the Board information specified in the Convention's provisions. In 1983, 140 countries and regions supplied such data to the Board. The same level of response is foreseen in 1984.

31. Furthermore, in response to the Board's request, some 130 countries and regions are now voluntarily submitting to the Board assessments of legitimate needs and quarterly trade data for psychotropic substances controlled under Schedule II. The supplying of quarterly statistics on a regular basis is vital since it permits the Board to detect diversions and alert national authorities. Subsequent to the Board's publication of assessments of requirements beginning in 1982, a steadily increasing number of exporting countries confine shipments within the limits of those assessments and regularly consult the Board when import orders exceed them. This has brought to light more and more cases of attempted diversions, based on falsified import authorizations.

^{10/} E/INCB/1983/1, paragraph 30.

32. An example of a typical case involves the attempted diversion of methaqualone. The drug control administration of a major Western European manufacturing and exporting country notified the Board of its receipt of a request from a firm for an authorization to permit the export of a large quantity of methaqualone tablets to an African country. The documents presented in support of the request were purportedly issued by the national administration of the African country. The Board, however, noted that over the past several years the African country in question had not declared any movement of methaqualone. It therefore advised the European country not to authorize this export until the Board could verify the authenticity of the documents presented. In the meantime, the Board was informed by another Western European country that it had exported to a third Western European country a large consignment of methaqualone ultimately destined for the same African country. Again the Board immediately advised the third European country not to authorize the transaction pending verification. The two "orders" totalled one ton of methaqualone. Ultimately, the African country confirmed to the Board that the documents presented to the European countries were false. It is worth noting that two of the four countries which co-operated with each other and with the Board in this case are not Parties to the 1971 Convention. However, this is only one example of the many diversion attempts, involving this and other psychotropic substances which were thwarted during 1984.

33. The example above demonstrates the importance of continuing vigilance by authorities of exporting countries. It also shows that when traffickers' attempts fail in one exporting country, they renew their attempts in other exporting countries. Furthermore, it indicates that prompt consultation with the Board on the part of exporting countries when they receive dubious orders enables the Board to intervene and assist in preventing diversions. Thus, since the date of the Board's last report more than 4.5 tons of Schedule II substances were prevented from being diverted to the illicit traffic. Thanks to the co-operation of exporting countries, the Board is now able to take preventive action rather than only detecting diversions after they have occurred.

34. Equally essential for the effective control of psychotropic substances are close co-operation and prompt communication of information between the competent authorities of exporting and importing countries. It is imperative that all Governments adhere strictly to the requirements of Article 12 which impose special controls on import and export. In the case of Schedule II substances, before an export authorization can be issued, the exporting country must require an import authorization issued by the competent authority of the importing country. The exporting country is not always in a position to know whether the import certificate, submitted to it in support of an application for an export authorization, is authentic or falsified. In order for the system of control to function effectively, exporting countries should forward promptly the export authorization to the importing country to allow sufficient time for that country to verify the authenticity of the documentation. In this way unauthorised imports can be avoided^{11/}.

^{11/} See paragraph 25 which also applies here.

35. In the Board's last Report special mention was made to the problem relating to the diversion of methaqualone, which is included in Schedule II. The Board notes that decreased production, in conjunction with tighter national control in some major manufacturing and trading countries, has significantly reduced the diversion of this substance. Nevertheless, due to the substantial manufacture in earlier years, some countries still maintain large stocks of methaqualone. Governments, therefore, will wish to bear this in mind with a view to preventing diversions.

36. Some twenty countries have voluntarily supplied to the Board quarterly statistics on their trade in substances included in Schedules III and IV of the 1971 Convention. The potential value of receiving such statistics is demonstrated by the fact that over 80 % of the pending discrepancy cases currently being investigated by the Board now involve Schedule III and IV substances. The Board has therefore decided to redesign form P on which Governments are asked to forward information to it in such a way as to enable as many countries as possible to provide voluntarily details on countries of origin of imports and of destination of exports.

37. The 1971 Convention provides that Parties should submit to the Board data on the amount of psychotropic substances included in Schedules II, III and IV utilized for the manufacture of "non-psychotropic" substances. However, the Convention does not require Parties to provide data on the amount of psychotropic substances utilized for the manufacture of other psychotropic substances. This lacuna prevents the Board and Governments from having an understanding of the overall situation concerning the manufacture and movement of Schedule II substances in particular, and also Schedule III and IV substances. Governments should consider possible legal measures which might be taken to fill the gap. In the meantime, the manufacturing countries concerned might voluntarily submit this additional information to the Board. Two major manufacturing countries are already doing so.

38. The developments described above show the significance of the information now being voluntarily supplied at the Board's request. However, these developments should not lead Governments to believe that it is unnecessary for the Convention to be ratified by the largest possible number of States. On the contrary, the readiness of so many States to provide information not required by the Convention, a readiness which is welcomed by the Board, demonstrates that States are, already to a large extent, aware of the need for effective control. A decision to become Parties to the Convention by States which have not yet done so would be a clear and convincing recognition of the importance of formally sanctioning effective control of psychotropic substances.

* * *

39. The Board carries out training seminars and programmes for drug control administrators from developing countries. The officials concerned receive specific training on the implementation of those treaty provisions which relate to Parties' co-operation with the Board. These activities are supported by UNFDAC.

Precursors and essential chemicals

40. Both the 1961 and 1971 Conventions specify that Parties shall use their best endeavours to apply to substances, which do not fall under the Conventions, but which may be used in the illicit manufacture of drugs, such measures of supervision as may be practicable^{12/}. Such substances include precursors, essential chemicals and reagents. In view of the increase in the detection of clandestine laboratories in many parts of the world, it is necessary to elaborate and carry out urgently, nationally and internationally, measures to monitor the movement of precursors and essential chemicals with a view to preventing their availability for illicit manufacture.

41. The Board welcomes the action already initiated by several countries. The Government of Colombia has fixed an import quota and established a licensing system for ethyl ether which is essential for the manufacture of cocaine. It has also limited the import of other essential chemicals and is monitoring their movement. Other countries in which heroin is illicitly manufactured have imposed controls to prevent the import of acetic anhydride. Recently several of the major manufacturing/exporting countries have considered a number of measures to prevent the diversion of essential chemicals and precursors. Furthermore, legislation has been enacted in a few countries designed to control precursors and essential chemicals.

42. The Board recognizes the several difficulties inherent in imposing controls over precursors and essential chemicals. To cite one such difficulty, many of these products are manufactured in large quantities for legitimate industrial use. Nevertheless, the international community for a number of years has recognized the necessity of measures of control as demonstrated by the calls for vigilance by the Commission, the Council and the Board. The Board, however, appreciates that the focus should be placed on the few essential chemicals^{13/} and precursors^{14/} which permit clandestine manufacture of the main drugs of abuse. The Board agrees with suggestions emanating from a number of countries^{15/}, the substance of which is outlined below:

- A basic need to prevent diversion is that countries manufacturing chemicals and precursors and countries in which illicit drugs are manufactured, maintain close co-operation and to exchange information on a timely basis. Appropriate procedures, possibly embodied in multilateral or bilateral agreements, might be developed to this end.

^{12/} 1961 Convention, art.2 para. 8; 1971 Convention, art. 2, para.9. However, whereas precursors of narcotic drugs may be brought under international control (1961 Convention, article 3, paragraph 3, iii), the 1971 Convention does not contain a similar provision.

^{13/} The most important such chemicals are ethyl ether used for the illicit manufacture of cocaine and acetic anhydride used for the illicit manufacture of heroin.

^{14/} The precursors posing the most serious problems at present are Phenyl-2-propanone (precursor of Amphetamine, Methamphetamine); Ergotamine (precursor of LSD); Anthranilic Acid (precursor of Methaqualone) and Piperidine (precursor of PCP).

^{15/} Conference of source nations on the diversion of controlled drugs, precursors, and essential chemicals from international commerce - Rome 7-11 May 1984.

- At the national level, close collaboration is necessary between the authorities and manufacturing/exporting firms. For example, firms, for their part, might be asked to consult their national authorities whenever they receive dubious import orders, particularly when the amounts requested exceed the normal requirements of the importing countries. Such consultation is especially warranted in the case of import requests emanating from countries in which illicit manufacturing is known to take place. Other firms which manufacture pill presses and other equipment used in illicit laboratories might also be requested to consult their authorities on orders from such countries.

- The countries in which illicit manufacturing occurs should impose a licensing system and quotas for supply and import. Such countries should also respond without delay to any requests for information by exporting countries concerning dubious import orders.

- Training should be provided for customs and law enforcement officers concerning the control of essential chemicals and precursors.

- All authorities should be alert to the existence or development of other chemicals which might be used in illicit drug manufacture, so that timely controls can be applied.

43. The Board recommends that measures to the effect outlined above be put into effect as soon as possible.

DEMAND AND SUPPLY OF OPIATES FOR MEDICAL AND SCIENTIFIC NEEDS

44. In 1981, the Board published a special study on the supply and demand of opiates for medical and scientific needs^{16/}. On the whole, the conclusions and recommendations contained in this document remain valid. The current situation set forth below is based on information furnished mainly by Governments within the framework of the voluntary co-operation envisaged in a number of resolutions adopted by the Council upon the recommendation of the Board.

Licit demand for opiates

45. Codeine, dihydrocodeine, pholcodine, ethylmorphine, morphine and opium account quantitatively for nearly all the consumption of opiates for medical needs. Over the last decade, global demand for opiates has stabilized at a level of around 190 tons of morphine equivalent, and the statistics for 1983 have again confirmed this trend. The abundance of raw materials and the decline in prices have not caused a resumption in the growth in demand which has characterized this market during the 25 years prior to 1974. Demand for codeine, in particular, has remained stable and even declined in some cases. This has occurred not only in importing countries, but also in a number of countries, both industrialized and developing, which produce raw materials and manufacture alkaloids. From these observations it can be foreseen that, over the next four or five years, the demand for opiates is likely to remain at the current level.

^{16/} E/INCB/52/Supp.

TABLE I

PRODUCTION OF OPIATE RAW MATERIALS

(Area harvested in hectares, Production in tons of equivalent morphine)
 (...) (projected figure)

	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
India											
area	43 713	51 586	57 224	63 684	52 081	35 166	35 378	31 958	31 359	18 620	(25 500)
production	133.6	161.0	138.9	184.6	160.1	106.6	127.8	108.0	113.8	47.7	(81.2)
Turkey											
area	8 500	22 000	72 000	50 600	18 000	18 400	15 330	8 534	16 987	12 569	(20 000)
production	20.9	51.1	129.6	101.7	43.2	49.4	36.5	13.3	11.5	18.4	(29.0)
Australia											
area	834	2 799	5 783	6 854	8 774	1 531	3 742	2 459	5 273	5 738	(4 000)
production	4.4	9.9	21.3	27.8	52.1	9.5	31.1	19.0	39.0	38.8	(30.4)
France											
area	4 091	4 940	5 281	6 778	5 060	4 597	2 615	4 460	3 731	3 705	(4 200)
production	13.7	8.2	22.0	22.8	12.9	16.5	10.2	21.0	14.8	21.4	(18.8)
Spain											
area	121	700	980	1 799	1 783	2 153	-	1 602	3 380	(5 829)	(5 000)
production	0.1	0.3	0.8	1.9	3.1	5.2	-	2.8	12.2	(14.1)	(12.1)
Netherlands											
area	-	-	-	-	-	-	-	-	-	-	(800) ^{a)}
Other countries											
production	26.0	17.8	24.7	26.7	32.8	28.4	19.2	15.5	23.9	(19.5)	(19.5)
Total											
production	198.7	248.3	337.3	365.5	304.2	215.6	224.8	179.6	215.2	(159.9)	(191.0) ^{b)}
Total demand	186.0	185.5	187.1	196.2	192.6	189.3	197.4	182.8	191.7	(192.0)	(192.0)
Balance	12.7	62.8	150.2	169.3	111.6	26.3	27.4	- 3.2	23.5	(-32.1)	(-1.0) ^{b)}

a) See paragraphs 46, 49 and 50.

b) Not including The Netherlands.

Cultivation of the opium poppy and production of raw materials

46. Opium poppy cultivation is generally focused on one particular product. The product might be seeds for confectionary purposes or for oil, opium or poppy capsules for the extraction of alkaloids. In addition, poppy capsules are used for floral decoration. Some countries cultivate poppies solely for seeds, while others also use part of the poppy straw (capsules together with 10 to 15 cm of the stem) for alkaloid extraction. The alkaloid production of the latter countries, which was formerly substantial, now accounts for barely 11 per cent of the global production. Most of the raw materials to meet world requirements in respect of opiates are produced in five countries : India, which produces opium, and Turkey, Australia, France and Spain, which produce poppy straw. The areas devoted to poppy cultivation in these countries since 1975, and the production of raw materials expressed in terms of tons of morphine equivalent, are shown in table I. In addition to the five afore-mentioned countries, the Netherlands has submitted an estimate for the cultivation of 800 hectares of poppy in 1985 for the purpose of producing poppy straw for the extraction of alkaloids (1961 Convention, article 19, paragraph 1, subparagraph (e)). Since it is the first time that such cultivation will have taken place, the Board is not yet in a position to express the planned production in terms of morphine equivalent (see also paragraph 49 and 50 below).

47. In 1980, faced with an overproduction crisis, the principal producing countries agreed to reduce the areas used for poppy cultivation following consultations with the Board. As shown in table II, the average area used annually for poppy cultivation declined considerably between 1980 and 1984 in India, Turkey, Australia and France, as compared with the average for the five preceding years. However, in Spain this average increased significantly. The average production calculated for the same period indicates a substantial drop in harvests in India and Turkey, a slight increase in France, and an increase in Australia and Spain. In the case of France, and in particular Australia, enhancement in the morphine content of straw more than offset the reductions in areas used for poppy cultivation. However, the overall result has been to bring the production of raw materials approximately into line with demand in 1982 and 1983.

48. In 1984, a marked drop in production in India (-56%) resulted in a global deficit in raw material production. A cold wave destroyed most of the crop, and only 18 620 hectares could be harvested, as against 31 359 hectares in the preceding year. At the same time, opium yield declined per hectare, from 31.7 kg to 23.3 kg. In Australia, on the other hand, production in 1984 amounted to 38.8 tons of morphine equivalent. Although in France the area cultivated in 1984 has been slightly less than that harvested in 1983, an abundant crop has led to the production of straw corresponding to 21.4 tons of morphine. At the time of adoption of this report, the Board has no figures on harvests in Spain. In 1984 for the first time, the areas set aside for poppy cultivation in Spain exceed the corresponding areas in France and in Australia. For 1985, Spain expects to cultivate poppies on 5 000 hectares, as against 4 200 hectares in France and 4 000 hectares in Australia. It must be noted, however, that production in terms of morphine will be 12.1 tons as against 18.8 tons for France and 30.4 tons for Australia.

TABLE II

ANNUAL AVERAGES OF THE PRODUCTION OF OPIATE RAW MATERIALS

(n.a. = not available)

	AREA HARVESTED (hectares)		PRODUCTION (tons of equivalent morphine)	
	<u>1975-1979</u>	<u>1980-1984</u>	<u>1975-1979</u>	<u>1980-1984</u>
India	53 658	30 496	155.6	100.8
Turkey	34 220	14 364	69.3	25.8
Australia	5 009	3 749	23.1	27.5
France	5 230	3 822	15.9	16.8
Spain	1 077	2 593	1.2	6.9
Others	n.a	n.a.	25.6	21.3

49. In the Netherlands, as in several other European countries, papaver somniferum for the production of seeds for food and capsules for decoration is cultivated. The poppy straw which is a by-product of this cultivation has never been used for the extraction of alkaloids because of its low morphine content, except for a short period during the Second World War. The company which extracts alkaloids in the Netherlands is specialized in the processing of straw, preferably unlanced and its supply was for many years secured from Turkey. When the latter country ceased poppy cultivation between 1972 and 1974, the company began to import lanced poppy straw from India. However, in view of the difficulties presented by the transportation of a large volume of raw materials with a low morphine content, these imports ceased. For its part, Turkey resumed its exports of poppy straw to the Netherlands in 1975, pending the beginning of operations of its own plant, after which it preferred to export concentrate of poppy straw rather than straw.

50. As mentioned in paragraph 46, the Netherlands notified its intention to cultivate 800 hectares of poppy in 1985 for the production of poppy straw to be used in the manufacture of morphine. According to the Government's explanations: "This should be regarded as an emergency measure for assuring a continuous supply of poppy straw of a reasonable quality as a raw material for the production of opiates for medical purposes"... "As soon as the Turkish Government is prepared to resume the supply of poppy straw on acceptable terms, [the company] is prepared to cease cultivation in the Netherlands, and for this reason short-term contracts have been concluded with the agricultural cooperatives. Cultivation in the Netherlands could also be terminated if India were prepared to supply unincised poppy straw instead of incised straw with a low alkaloid content". The Board is continuing its consultations with the Netherlands on the basis of the relevant resolutions of the Economic and Social Council.

51. Even if unfavourable climatic conditions reduce the estimated production for 1985, existing reserve stocks should be ample to cover a shortfall.

Export of opiates by producing countries

52. Among the five countries producing raw materials cited above, only France maintains a production which covers approximately its domestic requirements, these requirements amounting to around 16 tons of morphine equivalent a year.

53. Until 1982, Spain produced amounts of poppy straw which were in general smaller than amounts required to meet its domestic needs, around 4 tons of morphine equivalent. In 1983, however, production was equivalent to 12.2 tons of morphine, an amount adequate to meet the country's needs for three years. In 1983, Spain carried out net exports of poppy straw equivalent to 5 tons of morphine, to France and the Netherlands. Without taking into account poor harvests (in 1981 the whole crop was lost), the estimates of areas to be used for poppy cultivation in 1984 and 1985 make it appear likely that a production surplus will reoccur, of the same order of magnitude as in 1983.

54. Since resuming poppy cultivation in 1974, Turkey has exported unaltered poppy straw mainly to the Netherlands, pending the starting up of its alkaloid-extraction operations plant at Bolvadin. Between 1976 and 1980, Turkey exported, on an average, the morphine equivalent of 31.3 tons of poppy straw. In 1982, straw exports were replaced by the export of poppy straw concentrate, mainly to the United States. In 1983 this export of concentrate amounted to 18 tons of morphine equivalent.

55. Australia, whose domestic requirements can be estimated at 4 tons of morphine equivalent, became a net exporter of opiates, mainly poppy straw concentrate and codeine, beginning in 1975. Between 1978 and 1982, its exports averaged 27.3 tons of morphine equivalent. In 1983, Australia for the first time recorded the high export figure of 41.5 tons of morphine equivalent.

56. India's opium exports reached a maximum of 1 074 tons in 1976, and then fell off rapidly to 422 tons in 1981. During 1982 and 1983, exports amounted to 820 tons and 636 tons respectively. India also exports unaltered poppy straw, most of which is used for the extraction of alkaloids. To sum up, India's exports of raw materials, expressed as morphine equivalent, averaged 74.0 tons between 1980 and 1983, as against 105.7 tons for 1970-1979.

57. Despite substantial reductions in the areas used for poppy cultivation in India, opium stocks have continued to grow over the past few years because of the decline in exports. At the end of 1983, India held in stock 2 665 tons of opium. However, after the poor harvest in 1984, stocks will decline somewhat. Nevertheless, they will remain abnormally high.

* * *

58. Although over-production has for the time being been checked thanks to massive reductions mainly in India and Turkey, some problems remain which threaten the stability of the general supply-and-demand situation. First, these two countries continue to hold large stocks of raw materials which constitute a heavy financial burden for them and continue to influence the market. Second, the decline in these countries' exports has also prevented the reduction in stocks which otherwise would have followed the reductions in the areas used for poppy cultivation.

Concerted action by the United Nations

59. In its resolution 1984/21, the Council requested the Board, "in consultation with the producing and consuming countries and the concerned United Nations bodies, to assist in the further development of effective ways of ensuring a balance in supply and demand and of reducing excessive stocks of licit opiate raw materials, included as activity A.1 to be undertaken by the Secretary-General during the biennium 1984-1985, under the basic five-year programme of action of the International Drug Abuse Control Strategy, adopted by the General Assembly in its resolution 36/168 of 16 December 1981". In implementation of this resolution, the Board asked thirty-four of the countries most directly concerned to propose specific measures to assist in bringing about a balance and a reduction in stocks. The following paragraphs contain a summary of these countries' views, regarding, on the one hand, the possibility of holding meetings and, on the other, various measures designed to solve the problem.

60. The suggestion that a meeting of representatives of the main Governments concerned should be held to study measures to improve the situation was not favourably received, and was even rejected by some countries. The possibility of holding a meeting of experts under the programme of action of the International Drug Abuse Control Strategy for the biennium 1984-1985 did not, on the whole, elicit any objection in principle. However, most of the countries consulted expressed doubts as to the usefulness of such a meeting.

61. The Governments consulted did not on the whole react favourably to the following measures: conclusion of an agreement on raw materials, creation of a reserve stock under international control, conclusion of medium-term commercial contracts, increase in special stocks, transfer of stocks from producing countries to manufacturing countries, and destruction of stocks in return for financial compensation.

62. Two countries expressed their opinion that a pre-requisite for planning any remedial action would be a thorough and complete study of all aspects of supply and demand in respect of opiates, including: forecasts of the future development of demand, structural adjustments in the agricultural sector, commercial and industrial matters, industry-associated technology, and security measures to prevent diversion into illicit channels. Such a study would be of much greater scope than the one published by the Board in 1981, and would have to be undertaken with the assistance of independent expert consultants.

63. Most of the countries consulted consider that the most effective way to obtain a balance in supply and demand is to reduce cultivation. One country was of the opinion that all producing countries should reduce their production until the surplus stocks have been completely absorbed. Some Governments thought that such reductions should take place above all in countries which had most recently initiated poppy cultivation, as recommended by several resolutions of the Council.

64. Most of the countries considered that an improvement in techniques for assessing demand, based on a study of real needs to be carried out by the WHO in collaboration with the Board, would be useful to guide decisions of the producing countries.

65. The suggestion that surplus stocks of raw materials should be converted into codeine preparations which could be supplied to developing countries on favourable terms was widely supported. Whatever the advantages or disadvantages of this approach, the Board believes that it should be considered on its own merits without reference to over-production or surplus stocks. Only medical, humanitarian and control factors should be taken into account.

* * *

66. Operative paragraph 2 of Resolution 1984/21 of the Council "requests the International Narcotics Control Board to devise and take, in accordance with the Single Convention on Narcotic Drugs, 1961, appropriate measures with a view to promoting and monitoring the urgent implementation of the above-mentioned resolutions^{17/}". These resolutions contain essentially the following elements :

^{17/} Resolutions 1979/8 of 9 May 1979, 1980/20 of 30 April 1980, 1981/8 of 6 May 1981, 1982/12 of 30 April 1982 and 1983/3 of 24 May 1983.

- They appeal to the Governments of all importing countries to support the traditional suppliers mentioned in paragraph 58 of the Board's report for 1980 and to extend concrete assistance with a view to preventing the proliferation of sources of production of raw materials for export;

- They also urge Governments of producing countries which have recently increased their export potential to restrict their production by adjusting it to meet mainly their own domestic needs.

67. Consequently, the Board has sent a communication to the countries concerned to inquire as to the measures they have taken or may contemplate taking to carry out the Council's resolutions. The INCB intends to inform the Commission and the Council as soon as possible, by means of a special report, of Governments' replies to the Board's query.

ANALYSIS OF THE WORLD SITUATION

68. As mentioned in earlier reports, responsibility for implementing the international drug control system established by the treaties rests above all on 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 Parties and non-Parties alike, to help them attain the aims of the treaties. In analysing the drug control situation worldwide as well as in regions and individual countries, the Board benefits from information obtained from Governments, United Nations organs, specialized agencies and other competent international organizations. While it continues to review the situation as it affects all countries, the Board gives special attention to countries in which problems relating to drug abuse, illicit trafficking, and uncontrolled or illicit production of drugs are most acute, or where developments are of particular interest to the international community.

NEAR AND MIDDLE EAST

69. There is a high incidence of opiate abuse in some countries of this region which remains a major source of opiates for the international illicit traffic. The potential local demand of the large numbers of opium and heroin abusers in Iran and Pakistan alone, expressed in terms of opium equivalent, might well be between 500 to 800 tons annually. In addition, available data show that over one half of the heroin seized in North America and around seventy per cent seized in Western Europe during the first seven months of 1984 originate in the Near and Middle East. The size and frequency of seizures continue to increase and seizures are now also being made in transit countries not previously affected.

70. Yet, with the exception of Pakistan where the estimated illicit opium production is thought to be insufficient to meet local demand, no other country in the region reports any significant illicit cultivation of the poppy. However, seizures within the region itself and within other regions show that a vast amount of opiates originates in the Near and

Middle East. It is therefore urgent that the countries concerned accord high priority to assessing realistically the situation concerning illicit supply. Only then would it be possible to devise, seek financial assistance for, and launch a regional strategy aimed at eradicating illicit cultivation.

71. At the same time, countries which have not yet done so should conduct epidemiological surveys to determine the actual extent of drug abuse which, at present, might be over-estimated in some countries and under-estimated in others. Demand reduction programmes corresponding to the needs of each country could then be devised and carried out with external financial support, where required.

72. It is also essential that efforts aimed at countering the illicit traffic, nationally, regionally and inter-regionally, be strengthened. In this connection, co-operation among all countries in the region should be bolstered at the operational level. The Sub-Commission on Illicit Drug Traffic and Related Matters in the Near and Middle East (Sub-Commission)^{18/} has met regularly since its establishment in 1973. Over the past several years, however, the Sub-Commission has not held its meetings within the region. Prospects are^{19/} that a meeting may be held in one of these countries in the near future. Such an arrangement permits broader participation by all concerned and affords officers directly responsible for law enforcement to meet, exchange experiences, and develop joint operations.

73. Special focus could profitably be directed to co-ordinating national, regional and inter-regional action, to identify criminals who finance illicit trafficking and seize their assets. Co-ordinated regional and inter-regional action should also be directed at curtailing the availability of acetic anhydride for the manufacture of heroin. Priority should be accorded to such measures in view of the extent of illicit heroin manufacture within the region and particularly by the authorities of those countries in which such manufacture is known to be taking place.

Afghanistan

74. In 1978-79, the illicit cultivation of the opium poppy took place in at least 14 of the 29 provinces of Afghanistan and had continued on a sharp upward trend for several years. At that time Afghanistan was one of the world's largest producers of opium for the illicit market. The local consumption, particularly in the north-eastern part of the country, amounted to some 10-15 % of the total annual production. The balance entered the international illicit traffic.

75. The extent of current illicit production is not known. However, the Government has reported substantial seizures in 1983 amounting to almost 15 tons of opium and 456 kg of heroin^{20/}. It is difficult to assess whether they reflect more effective enforcement, an increase in the illicit supply, or both.

^{18/} Afghanistan, Islamic Republic of Iran, Pakistan, Sweden and Turkey.

^{19/} Document MNAR/1984/12, paragraph 14.

^{20/} Document MNAR/1984/12, page 19.

76. The Government has declared that it remains committed to eliminating the illicit supply of opiates and strengthening the fight against drug abuse and the illicit traffic. Nevertheless, in view of the high volume of trafficking shown by the seizures, more comprehensive and sustained efforts are required. Enhanced operational co-operation among the countries of the Sub-Commission is more than ever called for.

Egypt

77. Egypt has traditionally been and remains a country where the abusive consumption, particularly of cannabis resin and opium, takes place. However, the reappearance of heroin trafficking and abuse is regarded by the authorities as ominous for the future. Other substances such as amphetamines and methaqualone are increasingly abused. In 1983 law enforcement agencies seized a large amount of the liquid dexamphetamine substance "Maxiton Forte", possibly manufactured in a Western European country. This quantity is more than twice that seized during the previous year. This trend appears to have continued in 1984. Egypt is a prime target for cannabis resin, originating mainly in Lebanon, as evidenced by the detection of multi-ton consignments from that country. Moreover, due to its position between three continents, Egyptian territory is being increasingly used as a transit point for drugs smuggled from east to west, often through the Suez Canal and Cairo Airport. Finally, in recent years cannabis and the opium poppy have been illicitly cultivated in some parts of upper and lower Egypt. However, vigorous Government action has led to a significant decrease in such cultivation.

78. The authorities are taking determined action to contain and reduce illicit drug traffic and merit the continued support of UNFDAC and the international community. The Government is anxious to expand official and non-governmental programmes to prevent drug dependence and treat abusers and hopes to promote this important activity in co-operation with WHO and UNFDAC.

Islamic Republic of Iran

79. Until the 1979-80 growing season, when poppy cultivation throughout the country was prohibited, Iran had an opium maintenance programme for registered addicts, who numbered 163 315 in 1978 and 160 000 in 1979. Between 1970 and 1979 the average annual licit production of opium was 157 tons, with a maximum of 374 tons produced in 1972 and a minimum of 26 tons in 1973. During the same period, the annual average consumption of opium by registered addicts was 171 tons. A maximum of 225 tons were consumed in 1975 and a minimum of 86 tons in 1971. However, it was generally estimated that the number of unregistered addicts was much larger than those registered. Heroin and unregistered opium abusers obtained their supplies from illicit sources.

80. To-day, opium remains the main drug of abuse. The authorities estimate the number of such abusers at one-half million. Heroin abusers, estimated at 100 000, mainly comprise youth in urban areas. Potential illicit domestic demand, expressed in terms of opium equivalent, would thus be around 600 tons. This figure, of course, assumes that all abusers are able to obtain supplies daily, which is not very likely.

81. The authorities state that no illicit cultivation of the opium poppy exists in the country and that opiates abused originate abroad. Large seizures are regularly made in the provinces bordering Afghanistan and Pakistan. In 1983, almost 3 and one-half tons of heroin, more than one ton of morphine and 35 tons of opium were seized^{21/}. In a single seizure in May 1984, the Gendarmerie confiscated almost 3 and one-half tons of opium smuggled across the border with Pakistan^{22/}. These seizures demonstrate extensive illicit traffic in opiates as well as the vigilance of the enforcement agencies.

82. The Government intends to accelerate anti-smuggling activities along its eastern borders, where most of the seizures are made, in order to identify and dismantle trafficking groups. It has suggested^{23/} that a survey be made of all areas in which illicit poppy cultivation is believed to be taking place throughout the region of the Sub-Commission in order to identify more accurately the source of opium within the region and to concentrate on poppy eradication. Despite the evident difficulties inherent in its implementation, such a proposal has merit since illicit poppy growing areas must necessarily be identified before adequate eradication programmes can be initiated.

Lebanon

83. Lebanon remains an important centre for the production and trafficking, particularly of cannabis resin in large quantities as shown by multi-ton seizures made abroad. A new development of concern is the increase in the illicit cultivation of the opium poppy. The authorities will wish to keep in mind the necessity of coming to grips with the deteriorating drug control and drug abuse situation as soon as local conditions permit.

Pakistan

84. While Pakistan has achieved a significant measure of success in reducing illicit poppy cultivation and promoting crop replacement programmes, illicit consumption and trafficking are increasing. In March 1984, at the invitation of the Pakistan Narcotics Control Board (PNCB), the Board sent a mission to study the general drug control situation in Pakistan. This mission witnessed first hand the efforts being made by the Government. Therefore the situation is set forth below in detail.

85. Illicit cultivation of the opium poppy continues in the North West Frontier Province (NWFP). Since the peak illicit production estimated at around 800 tons of opium during the 1978-79 crop year, production has steadily been reduced. For the 1982-83 crop year it was estimated at some 63 tons. The PNCB believes that the 1983-84 crop will be reduced further.

^{21/} MNAR/1984/12, page 19.

^{22/} Reported to the Division of Narcotic Drugs.

^{23/} 17th and 18th Meetings of the Sub-Commission, February and October 1984.

86. Three comprehensive projects are underway in the NWFP to provide alternative income possibilities for farmers, and poppies are being eradicated. In 1976 the Buner sub-division of the Swat District of the NWFP was chosen by the Government to implement the first crop substitution project since it was typical of the poppy growing regions and produced a high proportion of the total illicit opium crop in Pakistan; this project is supported by UNFDAC. To day, the Buner Project is indeed a success. No poppies are grown within the project area and farmers willingly earn their livelihood on food crops. Additional work will be required to consolidate this success and extend its benefits to a larger area. Two other comprehensive projects supported by the United States of America, were initiated in 1982 and 1983. These projects include a wide range of agricultural and development activities as well as phased poppy eradication, which was initiated during the first year of the projects.

87. To attain its aim of eliminating all poppy cultivation within the next few years, the Government has proposed that UNFDAC co-ordinate the implementation of its Special Development and Enforcement Plan, which focuses on specific areas where poppy is or might be grown. At the April 1984 meeting of the Pakistan Consortium, three Governments^{24/} pledged about US\$ 11.3 million to UNFDAC for the initiation of this Plan. These are welcome developments.

88. Traffickers can be expected to use Pakistan for transit and also as an illicit market for the large and growing heroin addict population within the country. Large seizures being made, both within the country and abroad, show that an increase in illicit trafficking is already occurring.

89. The Federal Narcotics Law Enforcement Committee has been established to co-ordinate increased enforcement efforts designed to curtail trafficking. The PNCB is aware of the need to place special focus on identifying major traffickers and disrupting trafficking organizations. The systematic collection of intelligence data and its dissemination to the enforcement agencies is an essential element. Intensive enforcement is also required at the retail level. The number of operational task forces might therefore be increased.

90. At the end of December 1983, new legislation was enacted which increases the maximum penalty for trafficking from five years to life imprisonment and institutes a minimum penalty of two years for first offences and four years for subsequent offences. In addition, in January 1984 the Customs Act was extended to the Federally Administered Tribal Areas, thereby strengthening the fight against drug smuggling across the border. The Board welcomes these developments. The strengthened laws should have substantial impact as they are fully applied.

^{24/} Italy, the United Kingdom and the United States of America.

91. For many years, Pakistan has played an active role in the activities of the Commission and its Subcommittee. The country also promotes regional and inter-regional co-operation through bilateral arrangements. Furthermore, the PNCB appreciates fully the benefits of further expanding this co-operation at the operational level to include other countries in the region. The Board believes that such close co-operation between the drug control enforcement authorities of Pakistan and India could result in more effective action to reduce transit trafficking.

92. The Government is deeply concerned at the large and growing drug abuse problem throughout the country, affecting possibly as many as 1.3 million individuals. The smoking of charas (cannabis resin), produced within Pakistan, is the most common type of abuse followed by opium eating and smoking which remain widespread. The abuse of tranquilizers and of methaqualone is also spreading.

93. However, the most distressing development is the escalating abuse of heroin throughout the country. Four years ago, opium constituted the main opiate abused and there were virtually no heroin addicts in Pakistan. To-day, as many as 120 000 to 140 000 regularly smoke heroin. The authorities are developing a treatment programme. To date, the PNCB has established 21 government-sponsored treatment centres and is also supporting non-governmental initiatives. Indeed, an impressive development is the spontaneous emergence of citizen-led non-governmental, voluntary arrangements, which promote general awareness of drug abuse as well as seek out addicts and induce them, often under family sponsorship, to undergo detoxification. The mobilization of religious leaders, social workers and other community elements and the existence of tightly knitted families give cause for hope that addicts will not only be detoxified but also reintegrated into their communities.

94. The current treatment programme has been achieved with minimum resources and thus far with limited external financial assistance. Saudi Arabia has pledged a contribution of US\$ 1.2 million to UNFDAC to assist Pakistan in its preventive education, treatment and rehabilitation efforts. This is an encouraging development.

95. The extent of drug abuse in Pakistan has been assessed by a national survey carried out in 1982 and up-dated in 1983. The survey concluded that by the end of 1983 the number of regular opium users would total around 300 000 and heroin addicts 100 000. Furthermore, heroin addicts could be expected to increase at the rate of 40 000 annually.

96. Based on the daily consumption by opium and heroin abusers, expressed in terms of opium-equivalent, the domestic demand of all opiate abusers would have been around 240 tons of opium in 1983, or four times the estimated domestic illicit production of 63 tons for that year. This shows that illicit opium produced within Pakistan accounts for only a fraction of the overall demand, both domestic and foreign. Therefore, the shortfall in Pakistan must be being met by traffickers utilizing their stocks or smuggling supplies into the country from abroad and/or obtaining additional supplies locally. This situation starkly demonstrates the need for expanded and co-ordinated regional and inter-regional action.

97. The comprehensive action taken and envisaged by the Government of Pakistan demonstrates its firm commitment to eradicate the opium poppy throughout the country, to fight illicit traffic and reduce abuse. Pakistan fully merits the continuing and expanded support of the international community.

Turkey

98. The Government perseveres in its vigorous fight against illicit drug traffic. Its strong commitment to drug control is manifested by its success in prohibiting and preventing the production of opium and in permitting the cultivation of the poppy exclusively for the production of unincised poppy straw and seeds. Any attempt at illicit poppy cultivation is countered. Illicit cannabis cultivation is also eradicated.

99. The authorities are also making a determined effort to stem the flow of drugs across the country which continues to be exploited as a transit trafficking route because of its geographical position. The authorities' energetic counter-measures have resulted in a large number of seizures and led some traffickers to shift their routes to other Eastern Mediterranean areas. In late 1983 and in early 1984 two mobile heroin laboratories were discovered and seized in the southeastern province of Diyarbakir together with substantial amounts of heroin and acetic anhydride. The Government is broadening its narcotics investigations to include enforcement action against trafficking in essential chemicals and precursors.

100. The Government continues to allocate substantial resources to drug control and makes effective use of assistance provided bilaterally and by UNFDAC. Both the General Directorate for Security and the Gendarmerie have established narcotics bureaux or teams across the country and the customs authorities also have at their disposal specialized anti-trafficking units. Some 1 200 personnel were trained in drug control activity in 1983. In November 1983 a special high-level ministerial committee, the Supreme Co-ordination Council on Narcotic Drugs, was established.

101. In general, drug abuse does not at present constitute an important social problem for Turkey. Some abuse of cannabis, opiates, barbiturates and benzodiazepines has been noted.

102. The Turkish Government, which plays an active role in regional and international drug control activities, merits continued support from the international community.

SOUTH ASIA

India

103. India is increasingly used as a transit country for opiates and cannabis destined for other regions of the world, and New Delhi and Bombay are reportedly the most important exit points for these drugs. This is demonstrated by the larger number and amounts of opium and heroin seizures. Most of these opiates apparently originate in the Middle East, reflecting the extent of illicit manufacture and supply from that area. Some illicit cultivation of the opium poppy has been detected in India but it continues to be on a limited scale. Some leakage from licit

cultivation has been reported. Opium smuggling networks have been uncovered across several northern states. Over the last few years clandestine laboratories were detected and dismantled. Seizures of cannabis resin, ostensibly of Near and Middle Eastern provenance, and of cannabis from Nepal have also been increasing.

104. Seizure data show that some methaqualone of Indian manufacture is being trafficked in Eastern and Southern Africa. In an effort to curtail such diversion from licit sources, the Government has now banned the manufacture, sale, and import of methaqualone as of 31 January 1984. This decision is to be welcomed.

105. Opium use is mainly encountered among older age groups. Cannabis, which traditionally has been abused particularly by industrial workers and plantation labourers, is now reported to be used to some extent in student circles. A certain misuse of psychotropic substances has been found to take place in affluent sections of urban centres in various parts of the country. With regard to heroin, the authorities are aware of the danger caused by transit trafficking, which numerous examples show precipitates abuse among local populations.

106. Legislation currently in effect has been found inadequate to deal with the escalating abuse problem, and the enactment of comprehensive legislation on narcotic drugs and psychotropic substances is therefore under consideration by the Government. This legislation is intended to tighten existing controls and to increase substantially penalties for offenders. Moreover, following a high-level ministerial meeting, a committee of senior officers from the ministries concerned is being established. It will deal with various aspects of the drug control situation and report directly to the ministers involved with a view to ensuring expeditious and result-oriented action as part of a multi-pronged strategy.

107. As already stated in paragraph 91, the Board believes that enhanced co-operation at the operational enforcement level between India and Pakistan could result in more effective action to reduce transit trafficking.

Sri Lanka

108. Sri Lanka's role as a transit point for opiates and cannabis resin has led to increased abuse problems within the country. Heroin seizures for the period January-June 1984 amounted to 23 kg, exceeding seizures made annually over the last five years. Heroin abuse among the youth has escalated rapidly. In 1981 known abusers totalled around fifty, whereas by early 1984 this figure has grown to 2 000.

109. In May 1984 the Government amended the Poisons, Opium and Dangerous Drugs Ordinance to include severe penalties for drug trafficking. A National Dangerous Drugs Control Board is being established to formulate policy for control and rehabilitation of drug abusers and to co-ordinate the activities of all organisations involved.

Nepal

110. Nepal is not a party to any of the drug control treaties and little information is received. However, cannabis is known to continue to be smuggled out of the country in large quantities. Abuse of drugs, including heroin, has become an increasingly serious problem within the country. The Board proposes to continue its dialogue with the Government.

EAST AND SOUTHEAST ASIA

111. Certain countries of the region remain major producers and suppliers of opiates for the illicit traffic and the importance of extensive and accelerated poppy eradication is evident. Cannabis is also readily available, and trafficking in, and abuse of, psychotropic substances appear to be growing. Most countries are afflicted with severe drug abuse, associated in particular with the widespread availability of opiates. Unless illicit demand is reduced significantly, progress in reducing drug production and trafficking will be limited. The situation is being closely monitored in countries like Singapore where the rapid spread of opiate abuse had been contained.

112. The large amount of heroin being manufactured in the region indicates that chemicals essential for such illicit manufacture continue to be available. Governments should take timely action to prevent the diversion of these chemicals for this purpose. Close co-operation between countries of the region and countries in other regions where these chemicals are manufactured is of prime importance. This question is discussed elsewhere in this Report^{25/}.

113. Trafficking by individual couriers is more and more being replaced by trafficking in bulk consignments, primarily by sea. Trafficking organizations are becoming more multinational with members being recruited from several countries.

114. Drug control laws in some countries have been amended to facilitate investigations and provide more severe penalties. Moreover, other laws are also being used to restrict movements of drug traffickers. Traffickers take advantage of leniency in the legislation of some countries. Therefore, a co-ordinated approach towards drug control laws is being attempted by ASEAN^{26/} member countries. Law enforcement agencies of countries in and outside the region continue to co-operate at the operational level. The Board urges further pursuit of the measures being taken to co-ordinate action against organizations trafficking from the poppy cultivation areas.

Burma

115. The Government continues actively to pursue a comprehensive policy aimed at treating and rehabilitating drug abusers, providing alternative income possibilities for poppy farmers, eradicating illicit production and interdicting trafficking. The international community continues to support the Government's efforts through multilateral and bilateral programmes. Since the middle seventies, the authorities have launched

^{25/} Paragraphs 40-43.

^{26/} Association of Southeast Asian Nations : Brunei-Darussalam, Indonesia, Malaysia, the Philippines, Singapore and Thailand.

extensive operations to destroy poppy cultivation and clandestine laboratories. About 4 500 hectares of poppies were destroyed during the 1983/84 growing season, mainly in the Shan State, and five laboratories were put out of action in the area east of the Salween River. Government action in this part of the country is rendered more difficult and dangerous because of the inaccessibility of the poppy growing areas and because the laboratories are protected by heavily armed guards. The Government is exploring more systematic methods to permit poppy eradication on a larger scale.

116. Opiates, together with other contraband goods, continue to be smuggled by armed caravans mainly across the Thai border. In 1983 seizures in that area included 3 tons of opium, 48 kg of heroin and 900 kg of cannabis. The continued pressure along the Thai border has caused some traffickers to use routes towards the northwest and the south. Seizures of morphine during the first half of 1984 quadrupled the seizures made during all of 1983. In one case over 150 kg of morphine were seized en route to a laboratory near the Indian border which was subsequently destroyed. The People's Police Force is preparing to reorganize its anti-narcotics plans to establish special units at five key locations.

117. At the close of 1983 the number of addicts registered with the authorities stood at over 40 000 - mainly abusers of opium and some 7 000 of heroin. The narcotics legislation was amended in March 1983 to increase penalties for addicts failing to register.

118. Moreover, the Government has established multisectoral centres in former poppy-growing areas which not only serve as agricultural stations but also provide educational, treatment and rehabilitation facilities. The Government has introduced a comprehensive programme aimed at reducing the high relapse rate for addicts.

119. To provide alternative means of living for poppy farmers, the multisectoral drug control programme, supported by UNFDAC since 1976, has established agricultural research and demonstration stations and provided farmers with training and material. The benefits of the crop substitution programme are still limited, especially in localities east of the Salween River. The Government's efforts are also being supported by bilateral arrangements. These efforts warrant continued external support.

Thailand

120. Illicit opium poppy cultivation, which reportedly extended over some 18 000 hectares and produced some 145 tons of opium in the late 1960s is estimated to have been reduced by approximately two thirds by 1980. Further reduction occurred in the following two years. This favourable trend could not be sustained during the 1983-84 crop season when the area cultivated with poppy was reported to comprise some 6 000 hectares, representing an increase of 38 percent over the previous crop year. However, actual opium production was limited to around 36 tons because of adverse weather conditions.

121. Illicit cannabis cultivation continues on a large scale, mainly in the northeastern part of the country. Some manual eradication campaigns have been carried out. Between 1 000 and 2 000 tons of cannabis were seized or destroyed in the fields, and planning for eradication in 1985 has already begun. Moreover, two seizures were made amounting to 25 tons of cannabis destined for illicit markets abroad.

122. The authorities continue to pursue a vigorous campaign to interdict trafficking in opiates and cannabis. Opiates nevertheless smuggled into Thailand from Burma and the Lao People's Republic are destined not only for transit onwards to other countries but also for consumption by the large addict population within Thailand itself. Transit trafficking is directed particularly at other Southeast Asian countries, Western Europe, the United States and Australia.

123. Thai enforcement authorities continue to make progress in prosecuting major narcotics traffickers. Arrests and drug seizures made during the first five months of 1984 indicate that enforcement results will exceed the record level of 1983.

124. In recent years more severe sentences for heroin trafficking have been handed down by the courts. The Government is considering strengthening its laws to facilitate the identification and arrest of financiers of drug trafficking and the seizure of their assets.

125. Although opiates, especially heroin, remain the main drugs of abuse, other substances, including organic solvents, are also increasingly abused. The presence of heroin laboratories in the south of the country, has resulted in increased opiate abuse by youths in this region. The extent of abuse of psychotropic substances in the country is not known.

126. Drug treatment centres report a growing number of cases and the relapse rate remains high. The Government intends to establish more drug prevention centres in areas within Bangkok where the drug abuse problem is acute.

127. During the 1983-84 growing season the Government began to eradicate poppies manually in certain areas. Such eradication was carried out in more than 110 hectares and indications are that eradication will be continued during the next growing season. Agreement has also been reached with some of the hill tribes for a phased voluntary reduction of cultivation in return for development benefits. UNFDAC's Crop Replacement and Community Development Project, started in 1972 as a pilot project, has helped attract outside development aid. A number of these programmes, funded multilaterally and bilaterally, have attained sufficient momentum so that some of the hilltribe farmers can now see tangible progress. A master plan for the economic development of poppy cultivating regions is now being considered by the Government. The plan proposes 8 projects in 6 provinces which would involve some 44 000 hilltribe people in over 200 villages. It is expected to reduce poppy cultivation by a further 1 860 hectares.

128. The Government's efforts to interdict illicit drug traffic continue to produce large seizures. The Board welcomes the action initiated looking toward the eradication of illicit cannabis and poppy cultivation, and hopes that such action can be progressively extended.

Malaysia

129. Trafficking of opiates from Thailand continues, both for abuse within Malaysia and for transit onwards to other countries. More clandestine laboratories have been discovered, mainly in the north of Peninsular Malaysia. The opiates are transported southwards across the Thai-Malaysian border to major towns and distributed within the country by a network of criminal syndicates.

130. The abuse of heroin causes the greatest concern, but other opiates, cannabis and psychotropic substances are also abused. Heroin abuse appears to have spread to East Malaysia which is being used as a transit point on the trafficking routes to other countries and regions. Although there is some illicit cultivation of cannabis within Malaysia, most of the drug originates abroad.

131. With the Government's anti-drug abuse campaign, launched in February 1983, law enforcement has been intensified and has resulted in more drug seizures and a larger number of arrests. A concerted effort is being made to reduce drug abuse. Treatment and rehabilitation services have been expanded, and preventive education is emphasized. Legislation was amended in April 1983 to augment penalties for trafficking and to provide law enforcement officers with increased powers of investigation. New legislation to facilitate the detention of traffickers is under consideration.

132. UNFDAC is funding research for the development of the analysis of illicit opiates and of commonly abused psychotropic substances in order to make possible the tracing of their origins and availability patterns.

Territory of Hong Kong

133. Bulk consignments of heroin from Thailand continue to be smuggled into Hong Kong. Opiates are transferred from Thai to Hong Kong trawlers in international waters. Clandestine laboratories for refining heroin have been detected. Numerous trafficking organizations exist. Illicit opiates continue to be readily available despite large seizures. Most of the opiates are of Southeast Asian provenance, but some originate in the Middle East.

134. In view of the current discrepancy between the local prices for heroin and the much higher prices abroad, traffickers have begun to re-export the drug to other illicit markets. The principal destinations are countries of Western Europe and Oceania. Although the amounts re-exported are currently small, this trend bears watching.

135. The main drug of abuse within the territory continues to be heroin. There has been a significant increase in the number of young persons being initiated into heroin abuse. The majority of new abusers brought to treatment have been detected by the law enforcement agencies. Abuse of cannabis and psychotropic substances also take place.

136. In January 1984 amendments to the Dangerous Drugs Ordinance were enacted. They are directed against traffickers transitting drugs and provide for a legal presumption that persons involved in the manufacture of drugs know the nature of such drugs.

Philippines

137. The country serves as a trafficking transit point mainly for heroin and cannabis originating elsewhere in the region. The Government is now placing priority emphasis on enforcement. To intensify narcotics interdiction, the Government authorized in March 1984 the creation of a special enforcement task force to work at the Manila International Airport. Recently, local authorities have begun to increase their efforts to discourage drug abuse.

FAR EAST

The People's Republic of China

138. In furtherance of discussions held during the visit of an INCB mission to China in 1983, the dialogue and co-operation between the People's Republic and the Board has developed further. Two officials from the Bureau of Drug Administration of the Ministry of Public Health spent two months with the Board's secretariat to receive detailed training on the implementation of the provisions of the drug control treaties which relate to the submission of information to the Board. With a view to the possibility of China's accession to the treaties, a high level delegation representing the Ministries primarily concerned visited Vienna in September 1984 in order to examine in detail with the United Nations drug control secretariats questions concerning the application of the treaties. These visits were arranged with the support of UNFEDAC. The Board welcomes these positive developments and looks forward to ever increasing co-operation with China and its accession to the Conventions.

OCEANIA

Australia

139. The abuse of opiates, often in combination with barbiturates and other sedatives, is a major problem. Other drugs abused include cannabis, cocaine and psychotropic substances, in particular amphetamines. The easy availability of most of these drugs appears to meet a growing demand. Illicit imports of heroin, cannabis and cocaine for domestic consumption are being interdicted with greater frequency. Most of the heroin seized originates in Southeast Asia, but in some parts of Australia a proportion of confiscated heroin comes from the Near and Middle East. Illicit manufacture of small amounts of heroin extracted from codeine preparations, purchased locally, has been encountered. Major sources of cannabis are the Near and Middle East and South Asia, but illicit domestic cultivation also exists.

140. Drug information centres, the functions of which include collating statistical data on legal and illegal drug use, have been established. Public opinion in parts of the country has resisted proposals designed to weaken existing drug legislation.

141. A National Crimes Authority has been established to strengthen police powers in dealing with organized crime, especially drug trafficking. Inter-regional co-operation at the operational level continues.

New Zealand

142. Reported drug abuse comprises illicit consumption of cannabis and their derivatives, morphine, heroin, buprenorphine and LSD. Illicit cultivation of cannabis is widespread and has prompted counter-measures, including helicopter borne eradication operations. As in the case of Australia, cases of clandestine manufacture of morphine or heroin from non-prescription proprietary codeine preparations have come to light. The authorities are taking action to prevent this illicit activity. Programmes have been established at the community level to prevent and to treat drug abuse. This supplements treatment at hospital facilities.

EUROPE

Eastern Europe

143. Almost all Eastern European countries are parties to both main drug control conventions. In general, drug abuse does not present a serious public health problem and the number of abusers is small. Legislation in most countries provides that abusers undergo treatment. Abusers most frequently obtain their drugs through diversion from licit channels by falsified prescriptions or theft. An instance of small-scale illicit manufacture through extraction of opiates from prescription drugs has been reported in one country; in another a decoction illicitly prepared from poppy straw has been abused.

144. The territories of some of these countries are being used for transit trafficking of narcotic drugs usually in an east-western direction. The authorities continue to concentrate their efforts on suppressing such smuggling across their territories.

145. In continuance of previous useful seminars in the Soviet Union on the rational medical use of psychoactive substances, the WHO and the Soviet Ministry of Health organized an additional such seminar which was held from 8-13 October 1984, at which the INCB was represented.

Western Europe

146. The drug abuse and trafficking situation in Western Europe is grim and deteriorating. The number of abusers, involving even the very young, is growing, and the number of drug-related deaths is increasing in many countries and is likely at least to exceed 1 500 in 1983. At a time when irresponsible recourse to dangerous dependence-producing substances is rapidly on the rise, it is essential that there should be unbroken continuity of all control measures in all countries of the region. Inadequate exercise of drug control on the part of one Government can affect the situation not only in that country itself, but also in other, particularly neighbouring, countries.

147. The crisis situation is also reflected in the record quantities of drugs seized. During 1983 increased amounts of nearly all types of narcotic drugs and psychotropic substances were confiscated. These larger and greater numbers of seizures are partly the result of improved and co-ordinated enforcement action but they also reflect the much greater availability of the drugs in question. Emphasis on dismantling criminal organizations, which smuggle drugs as well as other contraband, has resulted in numerous arrests, notably in Italy.

148. The volume of drugs in the illicit market emphasizes the need to prevent chemicals, licitly manufactured in and exported from Western Europe, from being diverted for the illicit manufacture of drugs in other regions from whence they in turn are smuggled back to Western Europe mainly as heroin and cocaine. A number of countries have discussed with countries concerned in other regions the need to establish or tighten arrangements to prevent essential chemicals and precursors manufactured in Western Europe from being diverted for use by traffickers. Some countries already have taken effective action, whether legislative, administrative or informal. The Board would wish to reiterate that concerted action by all countries in the region is a prerequisite for fully effective results.

149. Western Europe remains seriously affected by heroin abuse which is a major public health problem. For the last decade the quantity of heroin seized has grown almost every year. In 1983, 1.6 tons were reported seized, some 40 % over the figure for 1982. The three countries in which amounts confiscated were the greatest are Italy, the Federal Republic of Germany and the United Kingdom. In the United Kingdom the practice of inhaling the fumes of heroin appears to be spreading because of abusers' erroneous belief that this method of administration does not cause dependence. Other countries most gravely affected by heroin abuse are France, the Netherlands and Belgium. Seizure data show that in most of these countries, and in Western Europe in general, the major portion of heroin confiscated is of Middle Eastern provenance. However, recent information indicates that heroin of Southeast Asian origin, traditionally trafficked to Western Europe, is again increasingly available and augmenting supplies in the illicit market.

150. Cocaine seizures have sharply risen, growing from less than one kilogramme 15 years ago to over one ton in 1983. This rapid increase shows that cocaine has become a major drug of abuse and that trafficking has gained a firm foothold in Western Europe. Most of the seizures were made in airports or in international trains en route from an airport to a country of consumption. The countries with the largest quantities seized, in order of amounts, have until recently been France, Italy and Spain. The most recent order is: the Federal Republic of Germany, Belgium, France and Spain, whereas seizures in Italy have decreased notably.

151. Seizures in Western Europe of cannabis and its derivatives reached an all-time high of 112 tons in 1983, more than one third over the figure for 1982. Cannabis resin predominates in the illicit market, with the Near and Middle East and North Africa as the most significant source areas.

152. There is also an upward trend in the abuse of certain psychotropic substances. The demand for amphetamines remains at a high level, especially in Scandinavia and the United Kingdom, but expansion of abuse geographically is occurring. During 1983 a total of 21 clandestine amphetamine laboratories were dismantled in Western Europe, the highest number detected there in any single year. Also with respect to depressants a growing demand has been noted, particularly in central and southern European countries. As far as methaqualone is concerned, reduced production and new legislative control measures have led to a decline in the illicit traffic. However, considerable licit stocks of this substance are held in certain European countries, and attempts have been made to divert parts thereof. With regard to LSD, it seems that the Netherlands is the major and perhaps sole distribution point for this hallucinogen; no significant changes have taken place in the quantities reported seized.

153. Since the Board's last Report, some countries of this region have increased their contributions of technical and/or financial assistance to developing countries to buttress drug control by supporting programmes aimed inter alia at providing alternative income possibilities for cultivators of illicit narcotic crops. Italy has made the largest contribution ever received by UNFDAC, namely US\$ 40 million over five years for use in the sub-Andean region. Regional and inter-regional co-operation continues to be stressed. Many western European countries continue to station liaison personnel in the Near and Middle East,

Southeast Asia and Latin America in order to facilitate joint inter-regional action against trafficking. Greater enforcement efforts by many countries have resulted in record seizures. The major manufacturing-exporting countries, whether Parties or non-Parties to the 1971 Convention, are co-operating actively with the Board with the result that diversions of psychotropic substances have often been prevented. Parties as well as non-Parties provide information on the movement of such substances as foreseen by the Convention. However, one Party, a major manufacturing exporting country, has not yet begun to supply full information on substances included in Schedules III and IV as required by the Convention.

154. Reports that legal and other restrictions in respect of drug abuse may have been loosened in some Western European countries have given rise to concerns in others, particularly neighbouring countries, about the possible adverse consequences of such developments for the spread of abuse. The Board is maintaining dialogues with the countries concerned with a view to obtaining information about the actual situations and remedial action taken or contemplated.

THE AMERICAS

NORTH AMERICA

Canada

155. Abuse of, and illicit traffic in, drugs constitute serious and growing concerns. Cannabis and its derivatives remain the most extensively abused drug and are widely available in practically all parts of the country. The bulk of the supplies originate abroad although small amounts are clandestinely grown in the country. Cocaine is increasingly becoming the second drug of abuse in most provinces of Canada and its supply is plentiful. Recently, in connection with a cocaine seizure in Montreal, equipment and chemicals used for the conversion of coca paste into cocaine hydrochloride were also seized. This is the first cocaine laboratory discovered in Canada. There also seem to be ample quantities of heroin on the illicit market. Most of these drugs enter Canada by air or by sea via Montreal, Toronto and Vancouver or across Canada's more than 6 000 km border with the United States. Diversion of licit supplies of various opiates as well as benzodiazepines and pentazocine, occurs through thefts, robberies and falsified prescriptions mainly in metropolitan areas. Clandestine manufacture of methamphetamine, phencyclidine and cannabis oil presents enforcement problems. LSD available in Canada is manufactured clandestinely in that country as well as in the United States.

156. The Canadian Government is adopting strong measures to contain drug abuse and to counter illicit traffic. Enforcement action has resulted in multiple seizures. The authorities make use of the laws of conspiracy and other laws which facilitate tracing the proceeds of crime, including drug offenses, and the prosecution of those who possess the assets.

Mexico

157. A recent increase in illicit drug production and traffic has prompted the authorities to step up determined counter efforts. Despite the current stringent economic austerity measures prevailing in the country, priority treatment continues to be accorded to narcotics eradication.

158. The extensive and effective law enforcement campaign that has been continuously waged since 1976 has been reinforced in sections of the country. Surveillance of remote rural areas has been increased to detect and destroy cannabis and opium poppy plantations. Air and ground operations have been intensified and the National Army is co-operating actively in them. The authorities are utilizing spray aircraft to intensify and accelerate the eradication process, and are revising procedures to counter the diversionary tactics of growers and traffickers. Closer controls at border posts, ports and airports have been established.

159. Law enforcement is only one facet of the Government's comprehensive programme of drug control. Major emphasis is placed on drug abuse prevention, treatment and rehabilitation. Epidemiological research is pursued to assess the scope of drug abuse and lay the basis for designing demand reduction action.

160. Cannabis remains the most widely abused drug. Cocaine abuse is also reported, while heroin is mainly consumed along Mexico's northern frontiers and in large tourist centres. Non-medical use of stimulants and depressants also causes concern. Abuse of organic solvents by minors is a long-standing and widespread problem. Therefore the authorities have restricted the sale of such solvents to adults and only through certain designated business establishments.

161. Mexico co-operates actively with other countries as well as the international drug control organs. The authorities have provided information concerning their successful eradication programme to interested countries faced with illicit cultivation of the opium poppy, cannabis and coca leaf. They have also provided technical assistance to neighbouring countries.

162. The Board commends the firm commitment and vigorous action of the Mexican authorities.

United States of America

163. The abusive consumption of drugs remains a serious public health problem. However, data obtained through a comprehensive monitoring network and research suggest that overall percentages of new and current abusers of a number of drugs within certain age groups are estimated to be decreasing or levelling-off. Nevertheless, patterns of heavier and more dangerous use, or use of more potent substances, occur among large sub-groups of users.

164. Heroin abuse appears to have remained relatively stable in 1984, but its increasing use in combination with other drugs is resulting in rising heroin-related hospital emergencies. In some parts of the country the problem is made more severe by the availability of higher purity heroin. Heroin originating in the Middle East remains predominant, although the proportion of heroin of Southeast Asian provenance has increased. Some heroin continues to originate in Mexico.

165. The abuse of and trafficking in cocaine continues to escalate. Emergency-room admissions attributed to cocaine have more than doubled in the past five years, in part as a result of the spread of more dangerous forms of abuse. The cocaine is processed mainly in Colombia, but during the last year several clandestine cocaine-conversion laboratories have been discovered in the United States, particularly in the Miami area. This development appears to have resulted from the increasing difficulty encountered by traffickers operating in South-America to obtain essential chemicals.

166. Cannabis is the most widely abused drug and the number of persons who use this drug once or more monthly, are estimated at more than 20 millions. Demand is increasing for the potent variety of cannabis, sensemilla, which is cultivated illicitly, primarily in Jamaica, but also in the United States itself. A positive sign is the declining number of cannabis users among high-school seniors for the fifth successive year; this trend is attributed to education, changes in youth's underlying attitude towards drug use in general, and a decreasing percentage of teenagers in the population. Illicit cultivation of cannabis within the United States has become more sophisticated and widespread. However, seizure data show that the largest proportion of the drug is smuggled into the country. Colombia remains the major external source, but the supply from that country is declining and is likely to be reduced further. Jamaica is the second major source. For the third year, a cannabis eradication programme was carried out in the United States. This programme represents a co-ordinated effort involving the federal, state and local authorities. More than 40 States are now participating in the programme. In 1983 almost 4 million plants were eradicated, a quarter of which were of the more potent sensemilla variety. The authorities are confronted by a special problem in respect of cannabis illicitly cultivated indoors -using most advanced agricultural techniques- to avoid detection.

167. The level of abuse of certain psychotropic substances remains a matter of serious concern. The most widely abused substance is diazepam which, in terms of reported hospital emergencies, exceeds all other drugs, including heroin. One reason diazepam is being increasingly abused and trafficked is the drastic reduction of methaqualone supplies as a result of better control, both at the international level and within the United States where the use of this product has been banned and legal manufacture discontinued. In respect of other substances, amphetamines, phencyclidine (PCP), pentazocine and LSD are also prominent drugs of abuse.

168. In order to reduce the illicit demand for drugs and the adverse health effects of drug consumption, the United States is making major efforts in the areas of education and prevention. The dimensions of the drug abuse problem have led to spontaneous community and parent participation in prevention campaigns and rehabilitation activities. More

than 4 000 parents' groups, assembled in a national organization, exist in the United States. They try to enhance the role individuals can play in combatting drug abuse on their own and in conjunction with the authorities and the media. These groups are now endeavouring to promote an international movement of concerned citizens.

169. The National Strategy for the Prevention of Drug Abuse and Drug Trafficking constitutes the framework for bringing resources from the federal, state and local authorities as well as the private sector to bear on the full range of problems. Organized Crime Drug Enforcement Task Forces now operate in 12 regions of the United States. These Task Forces include experts in both traditional and financial investigations, and resources are focused on the top levels of drug trafficking enterprises and aim at their complete immobilization. Significant results achieved during 1984 include the indictment of about 60 members of two rings engaged in large scale trafficking of cocaine and heroin. The Task Forces monitor finance and currency transactions and tax declarations. During 1983, the first year of their operations, some US\$ 50 million of traffickers' assets in cash and movable and real property were seized.

170. The effectiveness of the South Florida Task Force -launched in 1982- caused drug smugglers to operate in alternate geographic areas. As a result, the National Narcotics Border Interdiction System operates under the direction of the Vice President to co-ordinate interdiction activities of various federal as well as participating state and local agencies. The system also co-operates with authorities of other Governments in joint efforts to interdict traffickers. The United States has already negotiated and signed some 13 mutual assistance law enforcement and extradition treaties and is negotiating eight more such agreements with other Governments. The United States is also playing a leading role, nationally and internationally, in promoting action designed to prevent the diversion of essential chemicals and precursors for use by traffickers.

171. The United States continues to take an active part in and to provide substantial support for the international campaign against drug abuse, both through the United Nations and through bilateral and regional arrangements. The Government provides extensive information to the Board on its activities.

THE CARIBBEAN, CENTRAL AND SOUTH AMERICA

172. During 1984 representatives of a number of Governments in the region have jointly issued a declaration solemnly setting forth their conviction that trafficking in narcotic drugs constitutes a crime against humanity and proposing measures to assist in the fight against such trafficking^{27/}. This position has been endorsed at the Ministerial level by the Inter-American Economic and Social Council of the Organization of American States (OAS). Its resolution^{28/}, inter alia, emphasizes the importance of taking vigorous, urgent and collective measures against illicit traffic and proposes a number of steps to obtain this end. In addition, authorities of a number of countries have held

^{27/} Quito Declaration, Document A/39/407.

^{28/} CIES Resolution 315 (XIX-0/84).

discussions concerning various aspects of the trafficking question. One such discussion, which included Brazil, Colombia and Venezuela, concerned the serious problem of the expansion of the illicit cultivation of the coca bush. During 1984, enforcement and eradication programmes have been expanded in various countries, together with arrangements to facilitate the apprehension and extradition of criminals engaged in drug trafficking.

173. These efforts demonstrate the political commitments of countries in the Americas to fight against all aspects of drug abuse and to reinforce regional and inter-regional co-operation. They respond to the continued expansion of illicit production and trafficking, notably of cocaine, and to the seriousness of the growing drug abuse which affects all countries of the region and causes deep concern.

174. The Board welcomes the measures taken to extend regional co-operation initiated at the highest political levels. Special emphasis may be warranted in further elaborating co-operative arrangements at the operational level. An initiative to this end is already being promoted by Colombia and is directed toward the establishment of an information center so that narcotics police of the region can exchange operational data expeditiously. Extension of such operational co-operation between South America, the Caribbean and Central America could facilitate enforcement operations and lead to greater progress against traffickers.

175. Traffickers' illegal activities are facilitated by the extensive coastlines and innumerable islands as well as the vast territorial extent of most continental states of the region. Traffickers also take advantage of the conveniences of free ports and insufficiently strict banking controls in certain countries. The Board draws attention to the provisions of the 1961 and 1971 Conventions^{29/} which obligate Parties to exercise in free ports and zones at least the same supervision and control as in other parts of their territories.

176. The negative and destabilizing effects of drug trafficking, both economically and politically, are becoming ever more evident in some areas. The authorities recognize the need for urgent and vigorous intervention to prevent the huge financial profits generated by the illicit traffic from undermining legitimate economies and political institutions. One aspect warranting increased attention is the strengthening of banking regulations to facilitate the identification of traffickers and the seizure of their assets.

177. Real and lasting progress in combating illicit cultivation and trafficking in the region requires first and foremost firm commitments by Governments, such as those already evidenced by many countries. Such commitments merit increased and sustained assistance, both bilateral and multilateral. The more extensive Western European support of coca control programmes in South America will substantially supplement the bilateral support of the United States. Especially welcome is the previous cited announcement in November 1983 by the Government of Italy pledging US\$ 40 million to UNFDAC over a five-year period in support of coca control projects in the Andean sub-region.

^{29/} Article 31(2) of the 1961 and Article 12(3) (a) of the 1971 Conventions.

178. As will have been noted, drug abuse is spreading rapidly in many countries of the region. This is true particularly in producer and transit countries. Prevention and treatment campaigns have been launched in various countries and epidemiological surveys have been initiated in some of them. The international community should respond promptly and favourably to requests for assistance in support of these efforts.

179. In Bolivia and Peru, the uncontrolled and illicit cultivation of the coca bush invades entire regions and involves large numbers of farmers. Significant reduction of such vast production necessarily requires large-scale eradication and law enforcement programmes, as well as integrated rural development. As described below, certain efforts newly undertaken constitute an encouraging beginning. The Board hopes that these activities can be expanded and that adequate external assistance to support the Governments' efforts will be forthcoming.

180. Last year, the Government of Bolivia committed itself to a five-year programme to reduce coca production. The programme is to begin in the Chapare area, considered the main coca leaf producing region. The reduction is expected to be accomplished through voluntary and mandatory eradication. The eradication programme in the Chapare is part of an overall plan to re-establish order in the area, to exercise tighter control over the transportation and marketing of coca leaf, and to provide alternate sources of income for farmers, as well as the infrastructure required for legitimate crops. In August 1984 a memorandum of understanding was signed between the Government of Bolivia and UNFDAC in which the two parties committed themselves to the implementation of an agricultural and agro-industrial development programme for the Yungas. The programme amounts to US\$ 20 millions over a five year period and is expected to start by the end of 1984.

181. The Board is continuing its dialogue with the Bolivian authorities and hopes to send a mission to that country in the near future.

182. In Peru, some progress has been made towards the implementation of programmes for the control and reduction of coca leaf cultivation in the Upper Huallaga region. Eradication operations under bilateral project agreements started in 1983. During the first six months of 1984 nearly 900 hectares of coca were eradicated in the Upper Huallaga Valley.

183. The Government is concerned about a possible link between drug traffickers and armed disturbance against social order. Accordingly, it has intensified enforcement efforts. Arrests as well as seizures have been made which include narcotic drugs, precursor chemicals, arms and explosives. Furthermore, 28 clandestine airstrips were destroyed in one enforcement operation.

184. The Peruvian authorities are deeply concerned about drug addiction, particularly among school-age youth. In many cases this abuse has taken the form of smoking a mixture of coca paste and cannabis. The media are giving unprecedented attention to the growing threat of drug abuse.

185. Before the end of 1984, UNFDAC plans to approve activities in the Upper Huallaga Valley and Cuzco Province, the two major coca growing areas of Peru. For the Upper Huallaga, UNFDAC is considering the possibility of providing US\$ 2 million for the completion of a cacao processing plant in exchange for a firm commitment from the co-operative owning the plant to progressively reduce the area under coca bush cultivation. For the Cuzco Province, UNFDAC will finance the establishment of a task force which will identify and formulate projects leading to a reduction of coca bush cultivation in the area.

186. A joint Peruvian-Colombian Commission has met. Further meetings will focus on co-ordinated action against traffickers and for treatment of addicts.

187. The Board wishes to reiterate that the control of coca leaf production is the key to curtailing cocaine availability in the illicit market and the widespread abuse of this substance. In spite of formidable difficulties, it is essential that Bolivia and Peru, the world's two main producing countries, reduce their vast and uncontrolled production of coca leaves to the modest legitimate medical requirements for cocaine and for the limited industrial use of coca leaves. The Board recognizes that this long and arduous process, which must include the progressive reduction of coca chewing, requires not only the firm and sustained political commitments of the countries concerned, but also energetic efforts supported by assistance from the international community. The Board proposes to continue its dialogue with the Governments concerned.

188. In Colombia, the fight against illicit drug-related activities, which has been progressively intensified, reflects the increasing awareness on the part of both the Government and the people of the detrimental impact of large-scale drug trafficking on the country's political, economic and social fabric.

189. The first eight months of 1984 have been marked by impressive progress. The most significant developments were:

- One raid by the National Police at Caqueta which resulted in a world record seizure of 10 tons of cocaine and coca paste in addition to 14 laboratories, chemicals, weapons and aircraft;

- The subsequent assassination of Minister of Justice Rodrigo Lara Bonilla, an outspoken and courageous fighter against narcotics trafficking, and the President of Colombia's declaration of "an all-out war against narcotics traffickers";

- Some 2 300 drug cases, in addition to the record raid cited above, resulted in the arrest of over 2 500 persons, seizures of over 23 tons of cocaine and almost 2 000 tons of cannabis; destruction of more than 130 cocaine laboratories; and the seizure of air and ground transport used by traffickers as well as chemicals, and other equipment;

- Eradication of over 8 million cannabis plants and 34 million coca plants;

- Initiation of aerial eradication of cannabis with herbicides and of studies to apply this method to coca bush eradication;

- Decrees assigning jurisdiction over narcotic cases to military courts with a view to expediting trials and affording authorities enhanced powers to seize traffickers' assets;

- Decisions by the authorities to extradite traffickers;

- Adoption of comprehensive and effective measures to curb trafficking in chemicals used to manufacture cocaine;

- Implementation of bilateral agreements with Venezuela, Brazil, Ecuador, Honduras and the Dominican Republic in order to fight illicit traffic and prevent drug abuse.

190. The growing abuse in Colombia, resulting from the ready availability of cannabis, coca paste and cocaine, causes widespread public concern. As in the case of Peru, one particularly hazardous modality of abuse which has created a serious public health problem involves the smoking of a mixture of cannabis and coca paste. The Government has accelerated prevention, treatment and rehabilitation. UNFDAC is supporting the Government's efforts to formulate a coca control plan, with activities in the areas of crop substitution and prevention, treatment and rehabilitation.

191. The action programme carried out under the leadership of the President of Colombia has already produced outstanding results. This is all the more noteworthy in view of the difficult circumstances. The Board commends the dedication of the Government, whose demonstrated commitment to drug control will hopefully lead to further progress. Colombia's programme for drug control merits maximum assistance from the international community.

192. In the past, Brazil has been mainly a transit country for cocaine and coca derivatives from Bolivia and for cannabis of Paraguayan origin. However, recently coca leaf plantations and clandestine cocaine laboratories have been found in the vast jungles of the Amazon basin. It appears that the traffickers, by taking advantage of the poor economic conditions of the Indian tribes of these areas, have encouraged them to cultivate large quantities of the Amazonian variety of coca leaf. The Brazilian narcotics police has conducted several eradication operations in the Upper Amazon region after having detected coca plantations through satellite surveillance. Although in many areas the Indians have been taught how to make coca paste for the illicit traffic, it appears that most of the coca exits the country in the form of dried leaves to be processed into coca paste or cocaine in Colombia or Peru.

193. In view of the potential dimensions of Brazil's drug problem, the authorities have expressed their concern over the increasing illicit traffic and their lack of resources to combat it. Nevertheless, the authorities are stepping up their enforcement efforts. In July officials from Brazil's and Colombia's Ministries of Justice agreed to revise their extradition treaties and take other appropriate measures.

194. The Sixth Conference of States Parties to the South American Agreement on Narcotic Drugs and Psychotropic Substances is being held in Bogota, 6-9 November 1984. The main topic to be discussed relates to the illicit traffic in coca leaf and its derivatives. The Board will be represented.

195. In the light of the increased attention being devoted by the authorities of Belize to the illicit cultivation and traffic of cannabis, it is expected that eradication efforts will continue if the Government receives the necessary support from other countries.

196. Because of their geographic location and the existence of tax havens with strict bank secrecy laws, many countries in Central America and the Caribbean, continue to be important transit staging centres for illicit traffic and for the dubious financial operations connected with such traffic. In an effort to curb these illicit activities the United Kingdom and the United States have signed an agreement which reflects the authorities' determination to ensure that the Cayman Islands laws protecting confidential relationships will not protect narcotics traffickers.

197. In Jamaica cannabis is illicitly cultivated on a large scale and the country serves as a transit point for trafficking in cocaine. The Government of Jamaica has stepped up its campaign against cannabis cultivation and traffic. Intensified enforcement efforts have resulted in the eradication of several hundred hectares of cannabis plantations and the demolition of many illegal airstrips used for trafficking. New air traffic legislation has empowered security forces to fire on unidentified aircraft and the Government plans to acquire radar tracking equipment to detect air planes involved in trafficking. Coastguard patrols have been strengthened, resulting in a significant increase in seizures. Moreover, the Government is co-operating in the apprehension and deportation of persons wanted for drug charges.

198. It appears that in Jamaica cocaine as well as cannabis abuse is spreading among the local population. In an effort to increase public awareness and build the necessary support for stronger enforcement, the Jamaican authorities are endeavouring to conduct a national campaign against drug abuse. The Ministry of Health is developing an epidemiological study.

199. In view of the drug control situation in Jamaica, the Board will be initiating a dialogue with the Government as soon as possible.

AFRICA

200. This continent remains at great risk. Although information on the extent of drug abuse and illicit trafficking is limited, available data show that traffickers are taking advantage of the lack of adequate control and enforcement capacities in a number of African countries. Drug abuse and smuggling are gaining ground. Nationals of some African countries are now involved in trafficking heroin and other drugs. Seizures of cannabis of African origin, both within the continent and outside, have increased. Furthermore, a growing abuse of and trafficking in psychotropic substances is taking place in many countries. These trends demonstrate a deteriorating situation and require urgent attention.

201. Data provided to the Board show that only two of Africa's 51 countries require more than 1 kg annually of a limited number of psychotropic substances controlled under Schedule II of the 1971 Convention. Most countries have no requirements for any Schedule II

substances. Therefore, there can be no justification for exports of such substances to those African countries. Countries, and especially those with no requirements, are urged in their own defense to make use of the procedure for prohibiting the import of unwanted psychotropic substances elaborated in Article 13 of the 1971 Convention. Such action would help to make diversion more difficult.

202. In North Africa, Morocco is an important centre for the illicit cultivation of cannabis which is trafficked primarily to Western Europe, often in the form of resin and oil. The current and potential dimensions of this problem require intensified action by the authorities to eradicate cultivation and interdict trafficking. The latter would undoubtedly be facilitated by close co-operation with the enforcement authorities of the Western European countries affected.

203. In certain countries of West Africa, cannabis, which has hitherto grown wild, is now increasingly illicitly cultivated and becoming a cash crop. In some countries seizures of cannabis resin, although still limited, may indicate greater emphasis on the production of this more potent product. These trends warrant close attention. Furthermore seizure reports show that nationals of some West African countries, notably Nigeria, are serving as couriers for trafficking in heroin destined for Western Europe and North America. Experience shows that transit trafficking precipitates local abuse of opiates. Therefore the recent development of such trafficking is serious and requires special attention by the authorities.

204. Illicit trafficking in cannabis as well as resin and oil also occurs in parts of Eastern and Southern Africa. Moreover, this part of the continent is increasingly being used as a transit zone for illicit trafficking of opiates which originate in the Middle East or South Asia.

205. In a limited number of countries, cannabis abuse is combined with the consumption of khat. Khat, which is not under international control, is produced mainly in Kenya and Ethiopia, from whence it is sent to other countries in the sub-region and parts of the Arabian peninsula. It is incumbent upon the countries concerned to co-operate among themselves to confront the health hazards and adverse economic implications caused by the local use of khat.

206. Throughout the continent, the abusive consumption of psychotropic substances observed over a number of years continues to be a worrying phenomenon. The substances chiefly abused remain amphetamine, methaqualone and secobarbital preparations.

207. These psychotropic substances are chiefly diverted from the licit trade by means of forged documents. Co-operation between the manufacturing and exporting countries, the African countries concerned, and the Board has led to significant progress. Certain countries which have exported substances to Africa in the past have decided to cease doing so. Furthermore, trafficking networks have been discovered and traffickers arrested. More recently, attempts to divert considerable

quantities of psychotropic substances have been thwarted. In this connection the Board would like to point out that more effective control could be facilitated and savings made if importing countries would limit the number of authorized medicaments as well as entry points for the importation of drugs.

208. The Board wishes again to call attention to increasing trafficking and to invite the national authorities to redouble their efforts to improve the situation. Intensification of control measures is essential. It is also essential that authorities respond promptly to the Board's requests for information relating to suspicious import orders so that expeditious action to prevent diversion can be taken.

209. Inter-African co-operation provides an appropriate framework for the optimal utilization of the limited resources available to Governments. Therefore such co-operation should be expanded to the maximum extent possible. Moreover, the international community should provide prompt and favourable consideration to requests from African countries for assistance designed to improve their drug control administrations and to fight against trafficking and abuse. The African countries for their part could assist the international community by becoming Parties to drug control treaties to which they have not already adhered and by providing in timely fashion information requested pursuant to the treaties by the Secretary General and the Board. Political will on the part of all countries is an essential prerequisite for progress.

CONCLUSIONS

210. During 1984 the situation in respect of illicit production, trafficking and abuse has become even more serious. An unprecedented number of countries and human beings are affected, and the problem has become so pervasive that economies and political institutions and even the very security of some states are threatened.

211. However, this menace has in turn resulted in unparalleled counter-offensives being launched to eradicate illicit cultivation of drugs, to provide alternative income possibilities for farmers, to apprehend and punish traffickers, and to seize traffickers' assets. Greater attention is also being devoted to prevent abuse and treat and rehabilitate abusers.

212. Steadily increasing resources are being provided by Governments through UNFDAC, as well as through other multilateral and bilateral arrangements, to support these comprehensive counter-offensives. This is an encouraging development. The Board hopes that this trend will continue so that the substantial resources required to support Governments' efforts will be made available.

213. Critical to designing comprehensive drug control programmes capable of producing significant impact is an accurate understanding of the scope and pattern of abuse and characteristics of abusers. Few countries appear to have established networks to permit systematic data collection. In this connection the Board welcomes the recent resolution of the World Health Assembly inviting Governments to combine their efforts to improve information on drug abuse and prevention, and looks toward the WHO's assisting in strengthening epidemiological surveillance systems^{30/}.

^{30/} WHA 37.23.

214. With regard to illicit cultivation, programmes aimed at its reduction and ultimate elimination need necessarily to be based on the fullest possible information regarding the location and extent of such cultivation. The Board therefore wishes to reiterate that the Governments concerned might consider as one approach the possibility of utilizing modern technology which could assist to this end.

215. In selecting methods to eradicate illicit cultivation, the countries concerned will undoubtedly bear in mind the location and extent of cultivation. Thus some countries in which vast cultivation takes place, often in areas accessible only by air, are resorting to aerial eradication techniques.

216. Clandestine manufacture of heroin and cocaine is now taking place in a larger number of countries. The development of measures to control the availability in those countries of chemicals essential for such manufacture is of prime importance. To be effective such action needs to be regional and inter-regional in character and should involve not only countries which manufacture the chemicals but also those in which illicit drug manufacture takes place. Similar co-operative action is urgently required with regard to those precursors of psychotropic substances most frequently trafficked. The Board welcomes the action taken and foreseen to cope with this problem, although much more needs to be done to make a significant impact on the situation.

217. The international control system as it relates to the movement of narcotic drugs for licit purposes generally works satisfactorily although recent developments show that continuing vigilance on the part of Governments is essential. With regard to the supply and demand of opiates for medical and scientific purposes, the estimated production of opiate raw materials should cover requirements for 1985. With a view to promoting a lasting balance between supply and demand, as envisaged in resolutions of the Council, the next step being taken by the Board is to request the Governments concerned to provide information on measures they have taken or may contemplate taking to carry out those resolutions. Governments' replies will be included in a special report to the Council.

218. International controls of psychotropic substances have begun to function more effectively. Data provided by most countries, both Parties to the 1971 Convention and non-Parties, have enabled the Board to detect attempts at large-scale diversions and alert national authorities. In view of the frequency with which traffickers are resorting to falsified import orders and authorizations, many manufacturing-exporting countries are taking special steps to identify such false documents.

219. Information voluntarily supplied by many Governments with regard to assessed requirements and quarterly trade statistics for psychotropic substances controlled under Schedule II of the 1971 Convention has enabled the Board to provide guidance to the manufacturing countries in establishing their production programmes so that medical requirements can adequately be met, but at the same time over-production avoided. These data also enable the Board, in consultation with Governments, to detect and prevent diversion. The Board is now redesigning Form P on which Governments forward information to it in such a way as to permit as many countries as possible voluntarily to provide details on countries of

origin for imports and countries of destination for exports in respect of substances controlled under Schedules III and IV. In order to have adequate understanding of the overall situation concerning the manufacture and movement of Schedule II, III and IV substances, Governments are being asked to consider measures designed to provide information and data, in particular for Schedule II substances, on the amounts of substances for the manufacture of other psychotropic substances.

220. Provisions directed against illicit trafficking contained in both the 1961 and 1971 Conventions require that penalties for such trafficking be adequate. The situation prevailing in each country should be reviewed so that laws and regulations may as necessary be tightened. Moreover, Parties to the Conventions, pursuant to their obligations, should review existing extradition agreements and the need for new arrangements. The need for Parties promptly to carry out their undertakings under such agreements is essential for effective action against traffickers. Governments are reminded that the 1961 Convention as amended can, in certain circumstances, serve in lieu of an extradition treaty.

221. The gravity of the prevailing situation requires that comprehensive and innovative counter-offensives to reduce supplies, trafficking and demand be pursued with the utmost determination by all concerned. Real and lasting progress depends on strong commitments by Governments, the establishment of priorities, and the allocation of adequate resources by national authorities, since they and they alone are able to take appropriate measures within their respective jurisdictions. To achieve maximum impact, all such national endeavours must continuously be co-ordinated both at the regional and international levels.

(signed) Victorio V. Olguin
President

(signed) Jasjit Singh
Rapporteur

(signed) Abdelaziz Bahi
Secretary

Vienna, 25 October 1984

PRESENT MEMBERSHIP OF THE BOARD

Mr. Adolf-Heinrich von ARNIM

Lawyer, specialized in legislation on health affairs; delegate of the Federal Republic of Germany to the work of the Inland Transport Committee of ECOSOC's Economic Commission for Europe (ECE) (1957-1961); Counsellor in the Ministry for Youth, Family Affairs and Health in Bonn (1962-1975); Head of the Pharmaceutical Directorate of this Ministry (1976-1981); Advisor in connection with the adoption of the new legislation of the Federal Republic of Germany of 1981 on chemical and narcotic substances; member of the Board and Chairman of its Budget Committee in 1982 and 1983.

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; Vice-Chairman of the Standing Committee of Estimates in 1982 and 1983.

Professor John EBIE

Professor and Head, Department of Mental Health, University of Benin, Benin-City, Nigeria. Provost and Chief Consultant, WHO Collaborating Centre for Research and Training in Mental Health, Psychiatric Hospital, Abeokuta 1981-83; Consultant Psychiatrist (University College Hospital, Ibadan, 1970-71, and University of Benin Teaching Hospital since 1972); First Director, Nigerian Training Project on Drug Dependence since 1981; Dean, School of Medicine, University of Benin (1979-81); Chairman, Psychiatric Hospitals Management Board of Nigeria (1977-81); Commissioner for Health, Bendel State of Nigeria (1972-74); Member of the WHO Expert Advisory Panel on Mental Health since 1979; member of the Board since 1982 and its Rapporteur in 1983.

Professor Ramon de la FUENTE MUNIZ

Professor and Head of the Department of Psychiatry and Mental Health, Faculty of Medicine of the National University of Mexico and Director of the Mexican Institute of Psychiatry; former President of the Mexican Association of Psychiatry; former President of the National Academy of Medicine; former Vice-President of the World Psychiatric Association; former member of the General Health Council of the Mexican Republic; former General Director of Mental Health; member of the Experts Body of the WHO; member of the Board from 1974 to 1980 and again since 1982; Vice-President in 1979 and 1980.

Dr. Diego GARCES-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 the 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 in 1980, 1981 and 1984.

Dr. Mohsen KCHOUK

Pharmacist biologist; former student at the Pasteur Institute, Paris; former Deputy-Director of the Pasteur Institute, Tunis; Director of the Laboratories of Medical Biology of the Ministry of Public Health, Tunis; fellow (foreign) of the French Society of Legal Medicine and Criminology; member of the Board since 1977, its Rapporteur in 1981 and 1982 and Vice-Chairman of the Standing Committee on Estimates in 1984.

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 and again in 1982; President in 1983 and 1984.

Professor Paul REUTER

Professor emeritus in the Faculty of Law and Economics, Paris; member of the United Nations International Law Commission since 1964; recipient of the 1981 Balzan Prize for public international law; member of the Permanent Central Narcotics Board from 1948 to 1968; member of the Board since 1968.

Professor Bror A. REXED

Doctor of Medicine, Karol. Inst., Stockholm; Honorary Doctor of Medicine at the universities of Helsinki, Oslo and Poznan; Member of the Swedish Academy of Engineering Sciences; Fellow, New York Academy of Science; Fellow, Royal College of Physicians, London; Laureate of Prix Leon Bernard, WHO, Geneva 1979; Assoc. Prof. of Histology at Karol. Inst., Stockholm 1945-1954; Prof. of Anatomy, University of Uppsala 1954-1967; Secretary to the Swedish Medical Research Council 1951-1962; Adviser on Science to the Prime Minister and Secretary and Member of the Swedish Advisory Council on Science 1962-1967; Director-General of the Swedish National Board of Health and Welfare 1967-1978; Chief Swedish Delegate, World Health Assembly 1968-1978; Swedish Representative, Commission on Narcotic Drugs 1968-1978, and its Chairman in 1977; Chairman to the Ad-Hoc Committee on Education and Health Planning, OECD, 1972-1974; Executive Director, United Nations Fund for Drug Abuse Control, Vienna, 1979-1982; member of the Board since 1982.

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 (1972-76; 1978) and its Chairman in 1975 and again in 1976. Member of the Board since 1980 and Chairman of its Budget Committee in 1980 and 1981; Vice-President in 1983 and Rapporteur in 1984.

Sir Edward WILLIAMS, K.C.M.G. K.B.E.

Justice of the Supreme Court of Queensland, Australia, 1971-1984; Chairman of the Parole Board of Queensland 1976-1983; Queensland representative on former National Drug Advisory Council (Australia); Chairman in 1975 of Inquiry for Minister of Health for State of Queensland concerning the abuse of drugs; October 1977 appointed by Australian Government as Royal Commissioner for the Australian Royal Commission of Inquiry into Drugs; subsequently commissioned on similar terms by the Governments of the States of Victoria, Queensland, Western Australia and Tasmania; Reports delivered January 1980; member of the Board since 1982 and Chairman of its Budget Committee in 1984.

At its spring session in May 1984 the Board re-elected Professor Victorio V. Olguin as President. The Board also elected Miss Betty C. Gough as First Vice-President, and re-elected the now deceased Professor Şükrü Kaymakçalan as Second Vice-President and Chairman of its Estimates Committee. Dr. Mohsen Khouck was elected Vice-Chairman of this same Committee. Mr. Jasjit Singh was elected as Rapporteur and Sir Edward Williams was nominated Chairman of the Budget Committee.

BOARD SESSIONS IN 1984

The Board held its thirty-fifth session from 14 to 25 May and its thirty-sixth session from 8 to 25 October. The Secretary-General was represented by Mr. E. Zdrojowy, of the United Nations Office at Vienna at the thirty-fifth session and by Mr. M. Allaf, Director-General of that Office at the thirty-sixth session. The Division of Narcotic Drugs was represented by its Deputy-Director, Mr. Ramos-Galino, at the thirty-fifth session and by its Director, Mrs. T. Oppenheimer, at the thirty-sixth session. The United Nations Fund for Drug Abuse Control was represented by its Executive Director, Mr. G. di Gennaro and the World Health Organization by Dr. I. Khan, of the Division of Mental Health. At the thirty-sixth session, Mr. Walter J. Leamy, Head of the ICPO/Interpol Drugs Sub-Division, addressed the Board on the illicit traffic in drugs.

REPRESENTATION AT INTERNATIONAL CONFERENCES IN 1984

UNITED NATIONS

Commission on Narcotic Drugs

Eighth Special Session (Vienna, February)

Committee on Crime Prevention and Control

Eighth session (Vienna, March)

Economic and Social Council

First Regular Session, 1984 (New York, May)

United Nations Industrial Development Organization

Fourth General Conference (Vienna, August)

Inter-agency Meeting on Co-ordination in Matters of International Drug Control, (Geneva, September)

Second Expert Group Meeting on the Forfeiture of the Profits and Proceeds of Drug Crimes, (Vienna, October-November)

General Assembly

39th session (New York, November)

WORLD HEALTH ORGANIZATION

73rd Session of the Executive Board (Geneva, January)

1st Programme Planning Working Group for the Review of Psychoactive Dependence Producing Drugs (Geneva, March)

Ad hoc Committee to Review Uncontrolled Amphetamines (Geneva, March)

Meeting for Review of Exempted Preparations under Article 3 of the 1971 Convention (Washington, April)

Meeting on the Assessment of the Therapeutic Usefulness of Psychotropic Drugs (Oslo, October)

Travelling Seminar on Guidelines for Improving the Prescription, Delivery and Utilization of Psychoactive Drugs (Moscow, October)

CUSTOMS CO-OPERATION COUNCIL

123rd/124th sessions of the Permanent Technical Committee (Brussels, April)

ICPO/INTERPOL

53rd General Assembly (Luxembourg, September)

INTERNATIONAL COUNCIL ON ALCOHOL AND ADDICTIONS

14th International Institute on the Prevention and Treatment of Drug Dependence (Athens, June)

REPRESENTATION AT REGIONAL CONFERENCES IN 1984

NEAR AND MIDDLE EAST

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

ASIA

United Nations Sub-regional Drug Law Enforcement Training Seminar (New Delhi, April)

11th Meeting of Heads of National Narcotics Law Enforcement Agencies, Far East Region (Bangkok, November)

CARRIBEAN, CENTRAL AND SOUTH AMERICA

South American Agreement on Narcotic Drugs and Psychoactive Substances, 6th Conference of Member States (Bogota, November)

EUROPE

ICPO/Interpol, 10th European Meeting for Heads of National Drug Services (St. Cloud, April)

AFRICA

United Nations Drug Law Enforcement Training Workshop for Francophone States in Africa south of the Sahara (Abidjan, April)

Nigerian Training Course on Substance Abuse (Benin City, September)

OTHER MEETINGS

Conference of Source Nations on the Diversion of Controlled Drugs, Precursors and Essential Chemicals from International Commerce (Rome, May)

Annex III

INTERNATIONAL DRUG CONTROL AGREEMENTS

- | | |
|-------------------------------|--|
| 1912 Convention | 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. |
| 1925 Agreement | Agreement concerning the Manufacture of, Internal Trade in and Use of Prepared Opium, signed at Geneva on 11 February 1925, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946. |
| 1925 Convention | International Opium Convention signed at Geneva on 19 February 1925, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946. |
| 1931 Convention | Convention for limiting the manufacture and regulating the distribution of narcotic drugs, signed at Geneva on 13 July 1931, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946. |
| 1931 Agreement | Agreement for the Control of Opium Smoking in the Far East, signed at Bangkok on 27 November 1931, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946. |
| 1936 Convention | Convention for the suppression of the illicit traffic in dangerous drugs, signed at Geneva on 26 June 1936, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946. |
| 1946 Protocol | Protocol amending the Agreements, Conventions and Protocols on Narcotic Drugs concluded at The Hague on 23 January 1912, at Geneva on 11 February 1925 and 19 February 1925 and 13 July 1931, at Bangkok on 27 November 1931 and at Geneva on 26 June 1936, signed at Lake Success, New York, on 11 December 1946. |
| 1948 Protocol | Protocol signed at Paris on 19 November 1948 bringing under international control drugs outside the scope of the Convention of 13 July 1931 for limiting the manufacture and regulating the distribution of narcotic drugs, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946. |
| 1953 Protocol | Protocol for limiting and regulating the cultivation of the poppy plant, the production of, international and wholesale trade in, and use of opium, signed at New York on 23 June 1953. |
| 1961 Convention | Single Convention on Narcotic Drugs, signed at New York on 30 March 1961. |
| 1971 Convention | Convention on Psychotropic Substances, signed at Vienna on 21 February 1971. |
| 1972 Protocol | Protocol amending the Single Convention on Narcotic Drugs, 1961, signed at Geneva on 25 March 1972. |
| 1961 Convention
as amended | Single Convention on Narcotic Drugs, 1961, as amended by the Protocol of 25 March 1972 amending the Single Convention on Narcotic Drugs, 1961. |

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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