

**INTERNATIONAL NARCOTICS CONTROL BOARD**

**Vienna**

**Report of the International Narcotics  
Control Board  
for 1986**



**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	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
WHO	World Health Organization

For a full list of the international drug control treaties, see document E/INCB/1985/1.

## 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.

## REPORTS PUBLISHED BY THE INCB IN 1986

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

- Estimated World Requirements of Narcotic Drugs in 1987 (E/INCB/1986/2)
- Statistics on Narcotic Drugs for 1985 (E/INCB/1986/3)
- Statistics on Psychotropic Substances for 1985 (E/INCB/1986/4)
- Comparative Statement of Estimates and Statistics on Narcotic Drugs for 1985 (not published in 1986)

## ADDRESS OF THE SECRETARIAT OF THE INCB

Vienna International Centre P.O. Box 500 Room F-0855 A-1400 Vienna, Austria	Telephone: 26310 Telex: 135612 Cables: UNATIONS VIENNA
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**New York, 1986**

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Contents

	<u>Paragraphs</u>	<u>Page</u>
FOREWORD	1 - 10	1
OVERVIEW	11 - 28	3
Impact of reduced resources on the operation of the control systems	27 - 28	7
OPERATION OF THE INTERNATIONAL DRUG CONTROL SYSTEM	29 - 59	7
Narcotic Drugs	29 - 37	7
Demand for and supply of opiates for medical and scientific purposes	38 - 42	9
Psychotropic Substances	43 - 52	10
Precursors and specific chemicals used for the illicit manufacture of narcotic drugs or psychotropic substances	53 - 56	12
Analogues of controlled substances	57 - 59	13
MEASURES TO STRENGTHEN AND IMPROVE INTERNATIONAL CONTROL	60 - 77	13
ANALYSIS OF THE WORLD SITUATION	78 - 179	17
NEAR AND MIDDLE EAST	79 - 94	17
Afghanistan	85 - 86	18
Islamic Republic of Iran	87 - 88	19
Pakistan	89 - 92	19
Turkey	93	20
States in the eastern part of the Arabian Peninsula	94	20
SOUTH ASIA	95 - 101	20
India	95 - 99	20
Sri Lanka	100	21
Nepal	101	21
EAST AND SOUTHEAST ASIA	102 - 116	21
Burma	105 - 108	21
Thailand	109 - 112	22
Lao People's Democratic Republic	113	23
Territory of Hong Kong	114 - 115	23
Malaysia	116	23
OCEANIA	117 - 119	23
Australia	117 - 118	23
New Zealand	119	24
EUROPE	120 - 132	24
Eastern Europe	120 - 124	24
Western Europe	125 - 132	25
NORTH AMERICA	133 - 143	27
Canada	133 - 135	27
Mexico	136 - 138	27
United States of America	139 - 143	28
THE CARIBBEAN AND CENTRAL AND SOUTH AMERICA	144 - 170	29
AFRICA	171 - 179	33



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. 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". The Board shall also endeavour "to prevent illicit cultivation, production and manufacture of, and illicit trafficking 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 periodic consultations and through special missions arranged in agreement with the Governments concerned.

2. The Board consists of thirteen members, elected by the Economic and Social Council<sup>1/</sup>, who serve in their personal capacities, not as government representatives <sup>2/</sup>. Three members with medical, pharmacological or pharmaceutical experience are elected upon the nomination of the World Health Organization and ten members upon the nomination of Members of the United Nations and Parties which are not Members.

3. The Board collaborates with other international bodies concerned with drug control. These include not only the Council and its Commission on Narcotic Drugs, but also the relevant specialized agencies of the United Nations, particularly the WHO. At the secretariat level, such collaboration takes place 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 distinct and complementary tasks. By decision of the Secretary-General, the Under-Secretary-General for Political and General Assembly Affairs, Mr. William B. Buffum, serves as overall co-ordinator for United Nations drug-control-related activities.

4. The treaties require the Board to prepare annual reports on its work. These reports analyse the drug control situation world-wide, 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 also makes suggestions and recommendations for improvements at both the national and the international levels.

5. The Board, with the support of UNFDAC, conducts regional seminars and training programmes for drug control administrators from developing countries. These officials receive training with regard to specific measures Governments should take to carry out those treaty provisions which concern Parties' co-operation with the Board. Moreover, a number of national administrations send officials to the Board's headquarters for training. When resources are available, the Board proposes to provide national administrations with a manual designed to facilitate their control tasks.

6. The Board's expenses are decided by the General Assembly in accordance with the Conventions <sup>3/</sup>, which also stipulate that Parties not Members of the United Nations shall contribute to these expenses. Since 1980 the staff and financial resources made available to the Board remained at the same level until 1986 when those resources were substantially decreased as a result of the financial crisis facing the United Nations.

7. The Board is fully aware of the severity of the financial crisis facing the United Nations. Nevertheless, it is the Board's duty to state that the reduction in its resources during 1986 necessarily curtailed the level of the activity the Board was able to undertake. Although the Board met twice as mandated by the 1961 Convention, the length of its sessions were reduced by some fifty per cent. The result was that the Board was not able to study in depth existing and potential situations which might endanger the attainment of the aims of the treaties, nor to undertake any missions to promote compliance. Moreover, the Board could review in only a cursory manner the control over the movements of narcotic drugs and psychotropic substances. The Board was compelled in 1986 to carry out only partially its responsibilities under the 1971 Convention, as explained elsewhere in this Report.

8. The Board has reviewed its priorities and decided how its staff and financial resources can be used most effectively. It further decided to finance one day of its fall session by dispensing with members' subsistence allowance, as well as interpretation and conference facilities. It has also agreed to dispense with translation for some of its working documents, to reduce documentation for its sessions by at least 35 per cent and to reduce the size and duration of meetings of its Committee, which studies estimates of medical requirements for drugs.

9. The Board's annual Report is normally supplemented by four detailed technical reports, mandated by the Treaties, containing data on the licit movement of narcotic drugs and psychotropic substances required for medical and scientific purposes, and the Board's analyses of this information. The titles of these reports are to be found on the inside of the front cover of this Report. From 1980 to 1985, the Board streamlined and consolidated the presentation of these publications, required for the proper functioning of the control over the legitimate movement of narcotic drugs and psychotropic substances. The annual production costs were reduced by some 50% between 1980 and 1985. Further reduction of its overall resources during 1986 have compelled the Board to cease publication of the Comparative Statement of Estimates and Statistics on Narcotic Drugs for 1985. The publication of Statistics on Psychotropic Substances for 1985 has been made possible by a special contribution of a Member State to UNFDAC.

10. The lack of adequate resources has already had adverse impact on the international drug control system. If this situation persists or worsens, the system could well be in jeopardy.

### Overview

11. Over the last two decades the abuse of drugs, both natural and synthetic, has progressively spread, now affects virtually all countries, and menaces all segments of society, including young persons and even children. A variety of drugs are abused. The drug of choice and the method of drug taking shift from time to time. The fashion in one abuser population inevitably attracts other such populations, within countries and across national borders. Drugs currently being abused include cannabis, cocaine, heroin and several psychotropic substances. Health hazards are aggravated by the simultaneous consumption of two or more drugs, frequently in combination with alcohol and tobacco, and by the use of ever more dangerous means of drug-taking. A new hazard affects abusers who take drugs by intravenous injection and therefore are at high risk of contracting the deadly Acquired Immunodeficiency Syndrome (AIDS).

12. Wherever illicit cultivation, production and trafficking occur, abuse by the local population almost inevitably ensues. A few years ago, a serious problem developed in certain countries of South America, where coca leaf is produced, when young persons, particularly in urban centers, began to smoke coca paste along with tobacco and/or cannabis. This form of cocaine abuse spread quickly to rural areas in the South American countries concerned and thence to other regions. In the United States, many young persons, particularly in urban centers, have begun to smoke pure cocaine in crystalline form, which is being mass marketed at relatively low prices on the streets, where it is known as "crack." Cocaine hydrochloride powder has been abused by sniffing or injection, for many years. The smoking of cocaine is particularly hazardous because the drug reaches the brain within seconds, produces intense euphoria which quickly disappears, and leads the abuser to ever more compulsive consumption in increased amounts, resulting in severe dependence and related criminal behaviour. Hazards to health include hyper-excitability, depression, paranoia, hallucinations, and can lead to convulsive seizures and even death. The abuse of cocaine has already begun to spread to other parts of the world where the pure crystalline form of the drug, or coca paste, is likely to be trafficked and the fashion of smoking adopted. Urgent action by Governments to contain and stop such destructive drug abuse challenges many countries. Prevention campaigns targeted at high risk groups constitute the first priority. When individuals who might be tempted to experiment with dangerous substances are made aware of their devastating effects, many may reject such behaviour.

13. The Board believes that the WHO could provide timely and needed assistance to the international community by convening a panel of individuals currently knowledgeable about the abuse of cocaine and its effects. Such a panel would identify the hazards of using the drug by injection, sniffing and smoking. The panel would discuss not only the harmful effects on the body, and particularly the brain, but also on behaviour. Furthermore, the panel could review experience gained by various affected countries in developing methods of treatment and prevention. The panel's objective might be to draw up two reports. The report on treatment would be directed primarily to Governments and the health community. The report concerning harmful effects for abusers might best be drawn up in non-technical language, for use by the general public and in prevention campaigns.

14. Too little is known about the actual extent of drug abuse, patterns of abuse, and shifts in such patterns. Periodic epidemiological surveys are essential to devising effective demand-reduction programmes targeted at high-risk populations. As previously observed, the dynamics of abuse today and the speed with which fashions spread require urgent expansion of research aimed at providing a greater understanding of the root causes of abuse. Unless illicit demand for drugs is diminished, the reduction of illicit supply in one area can have significant but only temporary impact, since the elimination of one source of supply will merely be offset by reliance on another.

15. Drug abuse in the work place is causing substantial losses in terms of absenteeism, productivity and accidents. To prevent drug abuse and induce abusers to seek treatment, employers in some countries have established drug-testing programmes for their employees. Such programmes are particularly emphasized in enterprises in which abuse can lead to public safety disasters.

16. Illicit production and manufacture of drugs takes place in a growing number of countries, located in many regions worldwide. These illicit activities are financed and master-minded by criminal organizations with international links and with accomplices in financial circles. In certain regions, drug trafficking is closely inter-connected with other major criminal activities. Such activities sometimes include trafficking in weapons and are associated with subversion and international terrorism. The vast sums of money generated by illicit trafficking are concealed by being "laundered" through legitimate enterprises. This whole process undermines the economic and social order, spreads violence and corruption, and imperils the very political stability and security of some countries.

17. The crisis in drug abuse has reached such dimensions that it occupies priority attention at the highest level in many countries. Some Heads of State have declared it a threat to national security. Parliaments in many countries are so concerned that they are devoting more attention to legislative measures to permit expanded counter-action. At the community level, many parents, religious leaders, local authorities, teachers, sport and entertainment personalities and individuals are organizing themselves to take action and express social disapproval for drug-taking in an endeavour to bring about a drug-free society. This non-governmental momentum at the citizen level is being linked, from neighbourhood, to city, to nation, to other nations.

18. Intra- and inter-regional co-operation at the governmental level is being further developed. During 1986, a number of policies and recommendations for specific activities to reduce the dimensions of the drug problem were considered by organizations which deal with major regional economic, social and political issues. These include such organizations as the Council of Arab Ministers of Interior, the Association of Southeast Asian Nations, the Commission of the European Communities, the Council of Europe, the economic summits of major industrialized countries, the Organization of American States, the Organization for Economic Co-operation and Development, the Organization of Islamic Conference and the South Asian Association for Regional Co-operation. At the multilateral level, specialized regional and

inter-regional conferences were also convened by the United Nations to consider developments concerning illicit production, trafficking and abuse with a view to co-ordinating counter-action.

19. Moreover, at the operational level, enforcement activities were carried out to eradicate illicit cultivation and to apprehend criminals and disrupt their activities. During 1986, greater areas of illicit cannabis, opium poppy and coca bush were destroyed in several countries. This is attributable in part to the greater use of methods which permit the advance detection of the location and extent of cultivation to allow eradication on a larger scale. In one country research and testing are progressing with a view to identifying more effective and environmentally safer chemicals to eradicate the coca bush, at an accelerated pace and over larger areas. If eradication activities are pursued on a sustained basis and by more countries, the collective impact should be progressively to reduce the vast amounts of opiates, cannabis and cocaine on the illicit markets.

20. Several programmes in countries in which narcotic crops are illicitly produced combine eradication with redevelopment of the growing areas, so that farmers can earn their living by legitimate means. This concept served as the very basis for the first drug control programmes initiated in the early 1970's, under the aegis of the United Nations, and is proving ever more valid. It is essential that farmers whose illicit crops are destroyed are helped to turn to legitimate activity. Eradication not associated with redevelopment will prove only temporary and no long-term progress will have been achieved.

21. In the late 1960's, when the drug abuse problem began to become acute, Governments acted to strengthen international controls over narcotic drugs and to establish control over psychotropic substances by concluding new treaties. The controls on narcotic drugs for licit use can be assessed as working generally satisfactorily and diversion from legitimate trade is relatively minimal even though the volume of transactions is enormous. The more recently instituted controls for psychotropic substances have begun to permit the detection of more and more diversions and attempted diversions into the illicit traffic. Neither the 1961 nor 1971 Convention can produce maximum impact unless all States become Parties, enact enabling legislation and establish the necessary administrative mechanisms and regulations to permit full implementation.

22. The 1961 and 1971 Conventions contain provisions against illicit trafficking. Many Governments believe that these provisions should reflect more specifically measures required to contain and reduce the large-scale trafficking which has emerged in recent years. The General Assembly requested the Commission to initiate, as a matter of priority, the preparation of a draft convention against illicit traffic in narcotic drugs and psychotropic substances. Pursuant to the Commission's decisions, which included the identification of 14 elements to be included in the draft convention, the Division, in consultation with Governments, has prepared a preliminary draft which has been circulated to Governments for comment prior to its consideration by the Commission in 1987. The Board has provided assistance by preparing provisions designed to control specific chemicals used for the illicit processing or manufacture of narcotic drugs or psychotropic substances <sup>4/</sup>. The Board believes that

strengthened treaty obligations are needed to counter the new challenges posed by the highly sophisticated trafficking carried out today. The Board therefore hopes that a new treaty capable of attracting widespread ratification can be concluded and come into force at the earliest practicable time. In the meantime, however, Parties to the 1961 and 1971 Conventions remain obligated to take effective measures to stop illicit trafficking. 5/

23. In previous Reports, the Board referred to traffickers' heavy reliance on transporting drug contraband by sea. Developments during 1986 show an escalation in this mode of drug trafficking, and the closest co-operation among countries is required urgently. The Board notes with satisfaction that the draft of the new Convention against illicit traffic in narcotic drugs and psychotropic substances contains provisions which specify co-operative measures to thwart illicit traffic by sea.

24. Described elsewhere in this Report 6/ are gaps in the international control system set forth in the 1961 and 1971 Conventions, together with some suggestions as to how the Conventions might be strengthened to reinforce controls on poppy straw and prevent its abuse, and to extend the controls which now apply to Papaver somniferum to other species of Papaver from which opiates can be extracted. With respect to the 1971 Convention, amendments to relevant provisions could formalize voluntary measures now being carried out by most Governments to prevent the diversion of Schedule II substances 7/.

25. Since its establishment in 1971 the United Nations Fund for Drug Abuse Control has become a major focus of activity designed to support Governments' efforts to carry out their obligations to eliminate illicit production, trafficking and abuse. Since 1982, voluntary contributions to the Fund have reached \$US 105 million, double the total contributions received during the first decade of its existence. The Fund is therefore now able to support programmes in many countries. Furthermore, co-ordination between the Fund and its major contributors has made it possible for national, bilateral, and other multilateral programmes of action to complement and reinforce one another. The Board urges Governments to continue to provide increasing support for the Fund.

26. The international drug control system, which evolved over the last eighty years, rests on the recognition that drugs cannot be controlled and abuse contained unless all countries not only take national action but also co-operate internationally. During this whole period, international conferences have been held at regular intervals, at least once every decade, to up-date control mechanisms and adjust them to meet changing circumstances. Since the last major international conference was convened fourteen years ago, the drug control situation has seriously deteriorated. Therefore, the Secretary-General's initiative to convene a conference at the ministerial level in June 1987 is particularly timely as evidenced by the widespread support it has received from Governments and Parliaments. The International Conference on Drug Abuse and Illicit Trafficking will afford an opportunity for Governments to reaffirm their dedication to achieving the aims of the drug control treaties and their determination actively to undertake programmes to carry them out and to provide the required resources. The Board remains ready to continue to provide all possible assistance to the Secretary-General. It has lent the services of its Deputy-Secretary for one and one-half years to serve as

Deputy Secretary-General for the Conference and has otherwise contributed to the preparations. A draft comprehensive multidisciplinary outline of future activities in drug abuse control will be before the Conference. This document will set forth specific possibilities for various kinds of action available to Governments, organizations and communities to deter and reduce drug abuse, to eradicate illicit and uncontrolled production, to suppress trafficking, and to strengthen national and international drug control.

\* \* \*

Impact of reduced resources on the operation of the control systems <sup>8/</sup>

27. Since 1979 the number of psychotropic substances under international control has increased threefold, whereas the Board's resources have substantially decreased because of the United Nations financial crisis. As a result, some of the Board's tasks must temporarily be deferred. Decisions by the Board as to whether to defer carrying out some monitoring activities on particular drugs will take into account the relative danger posed to public health by abuse of the drugs concerned. High priority will therefore be accorded to Schedule II substances <sup>9/</sup>. For the time being, the Board's resources do not permit it to carry out fully all controls for all substances recently included in Schedules III and IV, notably in respect of analyzing data received from Governments to ascertain trends and possible diversions from the licit international trade. The Board would therefore welcome the Commission's advice as to which of these substances special attention should be directed. The Board will, of course, accord priority to any substance in Schedule III or IV in the event that available data shows that the substance is being extensively abused and causing significant public health problems.

28. In addition, the Board has temporarily assigned lower priority to further work concerning the question of demand and supply of opiates for medical and scientific needs and to the control of the movement of precursors and specific chemicals.

**OPERATION OF THE INTERNATIONAL DRUG CONTROL SYSTEM**

Narcotic drugs

Status of the treaties

29. The number of Parties to the 1961 Convention in its original or amended form now stands at 118. The Board notes with appreciation that almost all States not yet Parties to the Convention nevertheless provide information and otherwise co-operate with the Board. States not yet Parties are urged to adhere to the Convention as soon as possible so that the treaty network can operate with maximum effectiveness.

Co-operation with Governments

30. An analysis of the co-operation extended by Governments over the last year shows that of the 185 countries and territories in the world, 135 provided all the data required by the 1961 Convention, <sup>46</sup> provided at least one statistical return and only five countries <sup>10/</sup> provided no

information. Co-operation on the part of a number of countries is at present not adequate and constitutes a loophole in the international narcotics control system. The Board endeavours persistently to promote remedial action by the Governments concerned.

The control system : Current assessment

31. The international control system, as it relates to the movement of narcotic drugs for medical and scientific purposes, continues to operate in a generally satisfactory manner. Available information shows that, at the national level, diversion of narcotic drugs from licit channels, in respect of both wholesale and retail trade, remains minimal, particularly in view of the substantial amounts of such drugs used for medical and scientific purposes. Nonetheless, attempts to divert such drugs frequently occur but are thwarted, both because national authorities are vigilant and the international control mechanism for narcotic drugs, now in place for half a century, is fully entrenched.

Control of international trade

32. A major reason for the system's general effectiveness in preventing diversion of narcotic drugs from the licit international trade is that such trade must be conducted within estimates of medical requirements, for all narcotic drugs under international control and for all countries. Exporting countries are obligated not to authorize exports in excess of the estimates confirmed or established by the Board for all countries, as published annually and updated monthly by the Board. This limitation applies even when exports are based on valid import authorizations. If import orders are greater than the estimates, the exporting countries should always consult with the Board. Most exporting countries do so. Governments are also reminded that drugs donated by philanthropic and other organizations are subject to the same measures of control which are required for any export, in particular with respect to the import and export authorization system.

33. To thwart attempts at diversion, it is essential that before authorizing exports, the authorities concerned should carefully examine import requests, and in cases of doubt as to their authenticity, should consult the Board or the importing countries from which these requests have supposedly originated. A number of import requests which appear suspicious frequently prove to be fraudulent. Therefore, importing countries should respond promptly to inquiries from the Board or the exporting countries.

34. A systematic examination by the Board of texts of sample import certificates shows that improvements are urgently required. Identification of the exporter and importer as well as the certificate's period of validity is often omitted. Furthermore, the authorities issuing the certificate do not always correspond to those specified in declarations submitted to the Secretary-General by the Government concerned. Moreover, a large number of the sample certificates are in a form which can be easily counterfeited. Accordingly, the Board has requested more than 40 Governments to revise their certificates, emphasizing the need to avoid compromising the security of international trading transactions. Concrete suggestions have been made to these Governments regarding the proper format of the certificate and the

elements it should contain. Their attention has been drawn to the requirement in the 1961 Convention 11/ that Governments adhere closely to the model approved by the Commission.

35. Tight control requires the authorities of the country which imports narcotic drugs to return promptly to the exporting country the export authorization, after endorsing it, as stipulated in article 31 (7) of the 1961 Convention. The Board stresses this injunction once again, since a study shows that the majority of export authorizations issued during the past few years were either not returned by importing countries, or returned so late that inquiries designed to trace consignments that might have gone astray were impeded. The Board has made representations to the authorities concerned and asked them to take remedial measures.

Excessive consumption of narcotic drugs for medical purposes

36. Abuse stemming from excessive and mis-prescription requires effective counter-measures by Governments. Of prime importance is the systematic monitoring of prescriptions. A number of countries are doing so by using computers.

37. An up-to-date table published by the Board 12/ indicates the number of therapeutic doses consumed per inhabitant for 50 countries. This table shows a wide disparity in consumption of narcotic drugs between countries which are comparable in terms of health care, incidence of certain illnesses and living standards. For example, in Denmark, consumption per inhabitant is approximately three times more than in Sweden. Governments, particularly in those countries where the consumption is high, will wish to review practices for prescribing and dispensing narcotic drugs with a view to limiting their use for actual medical needs and avoiding over-prescription.

Demand for and supply of opiates for medical and scientific purposes

38. In 1985, the Board published a special report 13/ concerning the supply and demand of opiates for licit requirements. This report responded to a request by the Council 14/ that the Board monitor the implementation of the Council's resolutions aimed at re-establishing and maintaining a world-wide balance, as well as reducing excessive stocks of opiate raw materials. The special report updated the previous detailed study published by the Board in 1980 15/. It also provided information to enable Governments to assess the degree of implementation of these resolutions.

39. The Council, by resolution 1986/9 of 21 May 1986, requested the Board to continue to monitor the implementation of its previous resolutions and to report to it through the Commission in 1987. Although the Board's reduced resources have required it to accord a lower priority to this activity and defer implementation of the Council's request, the following brief review of the current situation may be helpful to Governments.

40. Since 1974, the demand for opiates for medical purposes had leveled off at around 190 tons per year in morphine equivalent. In 1985, demand reached 200 tons, mainly as a result of increased use of codeine -- which continues to account for more than 80 per cent of the global needs for opiates -- as well as of dihydrocodeine and pholcodine. In the medium term, the demand for opiates seems likely to remain at the current level.

41. With regard to supply, substantial decreases in the area of poppy cultivation have progressively reduced production in India and Turkey. In India, after severe crop damage in 1984, opium production reached 789 tons in 1985. This represents 86.8 tons in morphine equivalent, less than half of the peak recorded in 1978. Production estimates furnished by the country for 1986 and 1987 amount to 83.4 tons and 77.9 tons, respectively, in morphine equivalent. In Turkey, the area of cultivation was reduced to approximately 5 000 ha as of 1985, less than 10 per cent than that of the peak year 1977. In 1985 and 1986, the country's poppy straw production amounted to 9.2 and 8.4 tons respectively in morphine equivalent. Australia's poppy straw production reached its highest level in 1985, when 56.1 tons in morphine equivalent were produced. In 1986, production amounted to 48.5 tons. Taking into account the yield in morphine attained in 1985 (1.13 %), the highest ever, the country is reducing the area of poppy cultivation to 3 550 ha in 1987. Poppy straw production in France amounted to 20.7 tons and 11.7 tons in morphine equivalent in 1985 and 1986, respectively. The area to be licensed will be reduced to 3 765 ha in 1987 as compared with 4 200 ha during the last three years. In Spain, while production amounted to 11.2 tons of morphine equivalent in 1985, it declined to 5.9 tons in 1986 mainly due to a very low yield in harvest. Approximately the same area of 4 500 ha is being maintained for 1987.

42. General observations made in the 1985 Report regarding the balance between supply and demand remain valid. As of 1980, global production and demand have been in approximate balance. Statistics for 1985 as well as estimates for 1986-1987 confirm this trend. However, the question of excessive stocks of opiate raw materials is yet to be resolved. Opium stocks in India remain high at 2 116 tons at the end of 1985, 233 tons in morphine equivalent. In Turkey, 17 000 tons of poppy straw were destroyed in 1985, bringing the stocks to 37 500 tons. This stock represents 90 tons of morphine, when calculated on the basis of the industrial yield attained in the country. Current stocks in India and Turkey would together cover the world needs for more than one and one-half years.

#### Psychotropic Substances

##### Status of the 1971 Convention

43. In 1986, Malaysia, Somalia and the United Kingdom, became Parties to the 1971 Convention, bringing the number of Parties to 84. The Board reiterates its plea that all States not yet Parties promptly adhere to the Convention.

##### Co-operation with Governments

44. Most countries and regions <sup>16/</sup>, whether Parties or non-Parties, furnish to the Board the information specified in the Convention. Over 160 countries have also provided the additional voluntary data requested by the Board concerning the assessment of their medical requirements for Schedule II substances; approximately 140 have provided information on international trade in these substances on a quarterly basis. In addition, pursuant to the Board's recommendation endorsed by the Council <sup>17/</sup>, more than 60 Governments are voluntarily furnishing detailed import and export data on Schedules III and IV substances.

Scope of Control

45. The decision of the Commission to include 17 phenethylamines into the schedules of the 1971 Convention has increased the number of psychotropic substances under international control to 93 as of August 1986. This represents a threefold increase over the substances originally included in the Schedules of the Convention. The provisions of the Convention have thereby been extended to several central nervous system stimulants, including fenetylline. This substance has been widely abused in the Near and Middle East where millions of tablets have been seized. Abuse has also been reported by some European countries. In view of the frequent diversions of fenetylline from the licit trade and the level of its abuse, all Governments should carry out promptly the controls required by the 1971 Convention for such Schedule II substances. Exporting countries should confine their exports solely within the assessments of annual medical requirements published by the Board for all countries.

46. All preparations containing psychotropic substances, even though the dosage is very low, should be controlled in the same manner as the substance itself. Exports and imports of such preparations are required to be reported to the Board as part of trade statistics, pursuant to article 16, unless a formal exemption has been granted in accordance with article 3. In order for the Board to monitor international trade meaningfully, Governments should apply export/import requirements 18/ even to exempted preparations.

Monitoring of international trade

47. Sixty-three Governments have informed the Board that they have extended the system of import and export authorizations provided for in Article 12 (1) to cover not only international trade in substances listed in Schedules I and II but also Schedule III, as requested by the Council 19/, as well as most substances in Schedule IV. All Latin American countries have taken such action, as have a number of countries in other continents. Of special note is action by some major manufacturing countries, such as the Federal Republic of Germany, Italy, and Spain, which require import and export authorizations for all psychotropic substances. The Board hopes that other countries will also apply these measures, thus strengthening controls.

Prohibition of Imports and Exports

48. The 1971 Convention, unlike the 1961 Convention, does not contain any express provision requiring that authorities of exporting countries act in accordance with the laws and regulations of the importing countries. It would, however, not be compatible with the spirit of international co-operation if exports were permitted contrary to the laws and regulations of importing countries. Therefore, exporting countries which have not yet subjected exports of Schedules III and IV substances to prior authorization, should make sure that more stringent controls over trade in importing countries are scrupulously respected. They should in particular ensure that these substances are not exported without the necessary import authorization required by the legislation of the importing country. The Board stands ready to assist Governments by providing information on the trade controls in importing countries.

49. To date, 14 countries have notified the Secretary-General that they prohibit the import of certain psychotropic substances, thus obligating exporting countries to cease exports of such substances to the countries concerned. These countries and the substances prohibited are enumerated in the "Green List", which the Board makes available to Governments. Article 13 can provide protection against unwanted substances and additional countries may wish to avail themselves of its provisions.

Methaqualone

50. Since 1984 when traffickers were apprehended for smuggling millions of tablets of methaqualone from Europe to Southern Africa, information available to the Board has not revealed any major diversion from Europe of this Schedule II substance into the illicit traffic. However, several attempts to divert more than three tons were made during 1986. The vigilance of the authorities of the European countries concerned, who co-operated closely with the Board, foiled the traffickers' efforts. An element which permitted this result is the information published by the Board concerning the medical requirements of the alleged importing countries. This enabled the exporting countries to make inquiries which revealed that import certificates for the transactions in question had been falsified.

51. The Board has previously suggested that the manufacturing and exporting countries concerned consider the problem posed by the existence of large stocks of methaqualone and the decreasing legitimate demand, and may wish to cease further manufacture. The Board is gratified that Austria, the Federal Republic of Germany and Hungary have not manufactured methaqualone during 1985 and have reduced their manufacturers' stocks.

Secobarbital

52. Many manufacturing countries, acceding to a request by the Council, have strengthened controls on exports of this Schedule III substance. Their vigilance and close collaboration with the Board have prevented several attempts to divert secobarbital into illicit channels. Nevertheless, some exporting and importing countries are not applying strict control, with the result that large quantities of this substance continue to be diverted, primarily to Africa. This gap in international co-operation should be closed promptly. In particular, countries should institute prior authorization of imports and exports and confine shipments within the assessed medical requirements, as published by the Board.

Precursors and specific chemicals used for the illicit manufacture of narcotic drugs or psychotropic substances

53. In its Reports for 1984 and 1985, the Board stressed that Parties to the 1961 and 1971 Conventions are obliged to use their best efforts to apply to substances which do not fall under the Conventions, but which are used in the illicit manufacture of drugs, such supervision as may be practicable \*/.

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\*/ 1961 Convention, article 2 (8); 1971 Convention, article 1 (9). However, while there is provision for bringing precursors of narcotic drugs under international control [1961 Convention, article 3 (3) (iii)], the 1971 Convention does not provide for similar action in respect of the precursors of psychotropic substances.

54. The Board is aware that certain Governments, particularly in countries where illicit manufacture occurs, are taking measures to prevent the import of specific chemicals used for such manufacture. These measures have in fact proven so successful that traffickers moved some of their operations to countries where they could obtain such chemicals, thus demonstrating that the control of chemicals can be effective only if stringent measures are applied universally.

55. In its Report for 1985 the Board noted that as a first step to assist the international community, it would invite all Governments to provide information on the measures they are taking or contemplate taking to reduce the availability of chemicals for illicit manufacture. Accordingly, in November 1985, the Board sent a questionnaire to Governments requesting them to supply information. To date, 56 countries and regions have replied. When a sufficient number of replies have been received the data will be analyzed and published, when the Board's resources permit.

56. During 1986, the Board, in response to the Commission's request, prepared draft provisions on measures to control specific chemicals for incorporation in the draft of the new Convention against trafficking in narcotic drugs and psychotropic substances, which is now before Governments for their consideration and comment 20/.

Analogues of controlled substances

57. In its Report for 1985 21/, the Board drew attention to the phenomenon of "designer drugs", to the dangers associated with their abuse and to the serious challenge posed for drug control. This problem, which emerged in the United States, concerns the clandestine manufacture of certain analogues of substances controlled by national law and/or under the Conventions, but which are not themselves under control because the chemical composition of the parent substance has been slightly altered, even though the analogue has similar or even more potent effects than the parent substance.

58. This clandestine activity and abuse continues to occur, mainly in the state of California. However, during 1986, manufacture is known also to have taken place in the eastern part of the United States. Legislation to make it possible for the Drug Enforcement Administration (DEA) to treat "designer drugs" as controlled substances has been enacted.

59. In view of the potential for the spread of this problem to other countries, Governments will wish to remain vigilant. Action at the international level would also be timely. The Board welcomes the WHO's plans to discuss, in collaboration with national authorities, the Division and ICPO/Interpol, the question of analogues of controlled substances with a view to disseminating information, providing training for the identification of such substances and proposing possible action by Governments.

MEASURES TO STRENGTHEN AND IMPROVE INTERNATIONAL CONTROL

60. The first international drug control treaties concluded at the beginning of this century distinguished in the first instance between the trade in narcotic drugs required for legitimate purposes and the

trafficking in drugs for abuse. These treaties focused on controlling the licit movement in drugs and established a mechanism to monitor this movement. The success of this approach, now applied virtually universally, is demonstrated by the fact that today, as previously noted, diversions from the licit trade in narcotic drugs are minimal, despite the many thousands of persons and transactions involved and the large volume of trade \*/.

61. The controls for narcotic drugs which evolved over half a century were embodied in the 1961 Convention and were strengthened further by the 1972 Protocol. In summary, these controls require prior authorization for the cultivation, production, manufacture, conversion and compounding of preparations, wholesale trade and retail distribution, as well as exports and imports of drugs. The premises in which these operations take place must conform to certain conditions and safeguards. All persons engaged in such operations are subject to governmental control and must be adequately qualified. Records are required to be kept to show the quantities produced and manufactured and every acquisition and disposal. Each international transaction must be approved by the competent authorities of both the importing and exporting countries. Finally, detailed accounting of all movements of narcotic drugs must be periodically reported to the national authorities and to the Board so that the licit trade can be monitored and diversions detected.

62. The control system for narcotic drugs works as follows:

- First, every country and territory throughout the world must establish its estimated requirements for narcotic drugs for the ensuing year. These estimates are submitted to the Board, which studies and approves them, following, as appropriate, consultations with the national authorities concerned. If a country or territory fails to submit estimates, the Board is bound to establish them. The estimates are published by the Board before the beginning of the year to which they relate and are up-dated monthly. These estimates bind all Parties in their relations, both with other Parties and non-Parties.

- Second, international trade must be conducted within the limits of the estimates. National authorities are required to exercise supervision over all movements of narcotic drugs from the producer to the consumer. These authorities must also report to the Board on a quarterly basis detailed information on exports and imports. Other movements are reported annually.

- Third, the Board studies these data, and, in cases of excesses in exports or imports, it notifies the Governments concerned and requests remedial action.

- Finally, at the end of the year to which the estimates relate, the Board audits the data for each country and each drug, and, if discrepancies occur, requests corrective action.

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\*/ At present, nearly 500 tons of narcotic drugs are legitimately manufactured annually, of which 200 tons enter international commerce, the remainder being used in the manufacturing countries.

63. On the other hand, the 1971 Convention does not establish for psychotropic substances as comprehensive a system of control as that in force for narcotic drugs. In response to the Board's recommendations, a number of additional measures to strengthen the system are being voluntarily carried out by most Governments. These measures establish for those psychotropic substances, which are more liable to abuse and therefore controlled under Schedule II, a simplified system of estimates for medical requirements, based on that which has proven so effective for narcotic drugs. The publication of annual medical requirements, provided at present by 160 countries and regions, constitutes valuable guidance to exporting countries so that exports can be limited to the medical needs of importing countries and excessive manufacture avoided. To monitor international trade and facilitate the detection of diversions, additional voluntary measures requesting that statistics on imports and exports be provided quarterly to the Board have also met with wide acceptance.

64. In view of the evident readiness of Governments to carry out the voluntary measures designed to strengthen the controls for Schedule II substances, it may be timely for these measures to be incorporated into the 1971 Convention, possibly pursuant to the simplified amendment procedure set forth in that Convention 22/.

Reinforcement of control on poppy straw

65. Under the 1961 Convention, cultivation of Papaver somniferum for the purpose of producing opium is subjected to strict measures of control. Unlike opium, poppy straw itself is not defined as a narcotic drug under the Convention, and, therefore, is not controlled in the same stringent manner. Moreover, the 1961 Convention subjects poppy straw to control only after it has been delivered to a drug factory for processing or has entered the international trade. The Plenipotentiary Conference which adopted the 1961 Convention concluded that a stricter régime would be neither justified nor practicable for poppy straw at that time on the grounds that the straw itself was not liable to dangerous abuse and was not likely to be used by traffickers because of the large amounts required for the clandestine manufacture of small quantities of opiates.

66. In its Report for 1985, the Board drew attention to the emergence of the abuse by individuals of preparations obtained from poppy straw 23/. These preparations were made from capsules stolen from poppy fields cultivated for the licit purpose of obtaining seeds or of producing straw for the manufacture of narcotic drugs. Although limited in scale, such abuse has occurred in a number of cases and in several countries. The proximity of the areas of poppy cultivation to major urban centres and the increasing content of morphine in the capsules entail the risk that this form of abuse may spread.

67. In view of this misuse of poppy straw, some of the affected countries have already amended their legislation to strengthen domestic control measures applied to this raw material. One Government has instituted a licensing system to control poppy cultivation and tighten supervision over cultivation. The relevant law provides for progressive concentration of cultivation on tightly supervised plantations to be located far from urban centres, and establishes severe penal sanctions for offenders.

68. In recent years, poppy straw has become the most important raw material for the manufacture of opiates. Some countries in which cultivation for such purposes takes place have voluntarily instituted licensing systems and applied strict controls. Pursuant to the 1972 Protocol, these countries submit to the Board estimates, statistics and the geographical location of the area to be cultivated. These countries also voluntarily submit annual statistics of actual production and stocks.

69. Measures to the effect described above and the experience gained in their application should be studied with a view to strengthening controls over poppy straw, such as by amending the Convention to formalize the voluntary practice.

Bringing *papaver bracteatum* and other species of poppies yielding opiates under control

70. *Papaver somniferum* has been the only source of opiates for medical and scientific needs. Morphine, the principal alkaloid, is extracted from the latex (opium) or the capsules (poppy straw) and is converted into other opiates, mainly codeine. The *Papaveraceae* family includes other species yielding opiates; interest in them as a possible commercial source of alkaloids began in the early 1970's. One of these species, *Papaver bracteatum*, a perennial plant indigenous to Iran, received particular attention at that time because of its high content of thebaine.

71. An international research project, financed by UNFDAC and co-ordinated by the Division, was conducted in 37 countries during the early 1970's. This and other research programmes accumulated enough knowledge to make it possible for several countries to envisage embarking on commercial cultivation of this plant. However, in view of the over-supply in recent years of raw materials for medical needs produced from *Papaver somniferum*, the Commission and the Council, in 1982, appealed to Governments to consider refraining from embarking on the commercial cultivation of *Papaver bracteatum* <sup>24/</sup>.

72. *Papaver bracteatum* is nevertheless being cultivated in a few countries for research purposes. The Board considers that the time has now come to bring all species of *Papaver* from which opiates can be extracted within the scope of the 1961 Convention. One possibility which merits study would be for Parties to propose the amendment of the definition contained in Article 1 (1) to include, in addition to *Papaver somniferum*, all species of *Papaver* from which opiates can be extracted.

Administrative and Legislative Measures

73. In this and previous Reports, the Board has recommended steps which Governments could take to facilitate the workings of the control system. The Board itself has put into effect a number of measures to ease the tasks incumbent on national authorities under the treaties. Indicated below are some observations to which the Board invites the attention of the authorities responsible for policy-making and treaty implementation.

74. Many countries maintain special administrations responsible for applying the provisions of the Conventions as the Conventions themselves require <sup>25/</sup>. However, not all countries have such administrations which are so essential for the effective co-ordination of the activities of the various ministries or departments concerned with drug control. Countries

not having such arrangements should urgently establish them. It is apparent that co-ordination needs to be improved in many countries, both developed and developing. It is also apparent that in certain countries the lack of an adequate number of trained personnel impedes the functioning of the special administration or other responsible co-ordinating authority. In addition, in some countries the responsible staff is not placed in the Government at a level which permits effective co-ordination.

75. Some countries Parties to the Conventions have not yet even enacted the necessary enabling legislation and regulations to enforce the provisions of the Conventions within their territories. Such action should receive priority attention. Moreover, decisions of the Commission placing drugs under international control should be promptly followed by national action to give effect to those decisions. Failure to do so not only violates treaty obligations, but also undermines effective control, both in the defaulting country and in other countries.

76. The Board has stressed in its Reports over several years that there is an urgent need for the international community to provide such assistance as developing countries may need to establish or strengthen national drug control administrations, to formulate the necessary legislation and administrative procedures, to train adequate staff and retain their services in the drug control administration for a sufficient time. Moreover, developing countries could better protect their peoples against unwanted drugs and facilitate control by limiting the number of narcotic and psychotropic drugs to be imported, by designating the fewest possible number of customs points of entry for such imports, and by reducing to a minimum the number of wholesalers licensed to import and distribute these drugs.

77. On the retail side, all countries should keep prescription practices under careful review and monitor the issuance of prescriptions to prevent misuse. Psychoactive drugs should be prescribed only by properly trained physicians. To promote rational use of such drugs and prevent their misuse and abuse, objective information on their effects should be periodically up-dated and made available to physicians, pharmacists and para-medical personnel.

#### ANALYSIS OF THE WORLD SITUATION

78. In analysing the drug control situation world-wide, as well as in particular regions and countries, the Board benefits from information obtained from Governments, United Nations organs, specialized agencies and other competent international organizations, including the International Criminal Police Organization (ICPO/Interpol). During 1986, circumstances did not permit the Board to undertake any missions to countries to permit it to appraise first hand existing or potential situations which might endanger the attainment of the aims of the treaties and promote compliance.

#### NEAR AND MIDDLE EAST

79. The large quantities of opium and heroin seized, both within the region and abroad, necessarily indicate the existence not only of extensive areas of illicit poppy cultivation, but also of a substantial heroin manufacturing capacity. Cannabis is also seized frequently and in large amounts.

80. Opium has been traditionally abused in the region. In recent years the easy availability of locally manufactured heroin has led to widespread and escalating abuse of this drug within the region. Psychotropic substances are also abused, in particular methaqualone and fenetylline.

81. If an effective attack is to be mounted against opium production, there must first be a systematic survey of areas in which illicit poppy cultivation is believed to be taking place. In 1984, Iran proposed that such a survey be made within the region encompassed by the Sub-Commission on Illicit Drug Traffic and Related Matters in the Near and Middle East <sup>26/</sup>, in order to identify the sources of opium accurately and to allow concentration on poppy-eradication efforts. At the Sub-Commission's meeting in Teheran in September 1985, Iran stated its willingness to have an aerial photographic survey carried out over its territory during the poppy-flowering period, if the necessary financial resources could be found. The feasibility and possible funding of such a survey are being assessed. The Board urges that any assistance required be provided promptly by the international community.

82. It is essential that Governments place special emphasis on intra- and inter-regional action to dismantle trafficking organizations and seize their assets. Similarly, the Governments concerned should co-operate with a view to dismantling the numerous heroin laboratories which exist within the region and to preventing the availability of acetic anhydride for such manufacture.

83. The Board reiterates that countries in the region which are not already doing so should conduct periodic epidemiological surveys to determine the actual extent of apparent escalating abuse. Such surveys are essential prerequisites for the formulation of demand-reduction programmes which correspond to the needs of the countries concerned and therefore offer the maximum prospects of success.

84. During 1986, UNFDAC continued to provide assistance to support the efforts of several Governments in the region to curb illicit production, trafficking and abuse. In Afghanistan, the Fund approved a project for the treatment of drug dependent persons. A treatment and rehabilitation project already underway in Egypt was extended to the end of 1986, and a law enforcement project was initiated to provide the police of Egypt with telecommunications equipment, training and advisory services. A two-year project, which supports the Jordanian Police, was also initiated. In Pakistan, five ongoing projects aimed at rural development, illicit crop eradication, and prevention of drug abuse and treatment of abusers continue to be implemented. In Turkey, a project to extend to four more provinces a telecommunications system for law enforcement was approved, as well as a project aimed at maintaining and strengthening the controls on the production of poppy straw for medical use. Bi-lateral projects, complementing the Fund's efforts, are also carried out in some countries.

85. Drugs abused within Afghanistan include opium and cannabis. Moreover, seizures suggest that heroin and methaqualone are also abused. The Government is taking steps to develop prevention, treatment and rehabilitation programmes.

86. Seizures of opium and cannabis within Afghanistan have doubled in 1985, as compared with 1984, while heroin seizures increased tenfold. Strengthened enforcement activity is therefore evident. The high rate of seizures of opiates suggests that significant illicit poppy cultivation is bound to be taking place within or along the borders of the country. The Government has enacted legislation providing severe penalties for traffickers.

87. Large seizures of opiates continue to be made in the Islamic Republic of Iran, primarily at the eastern frontiers of the country. Traffickers apprehended have included mainly nationals of Afghanistan and also of Pakistan and India. Enforcement activity has resulted in the decrease in the purity of heroin at the street level by some 50% and an increase in prices by between 20 and 30%. Under Iranian law, the penalties for offences related to trafficking in precursors and essential chemicals are as severe as those for narcotic offences. As mentioned above, the Government is willing to authorize an aerial survey under the auspices of the United Nations to identify any illicit poppy cultivation within Iran.

88. Abuse of drugs, particularly opiates, remains serious. The extent of abuse of psychotropic substances is not known, but small-scale diversion, especially of barbiturates, has occurred through thefts from pharmacies. Rehabilitation facilities are available for drug dependent persons. In addition, the Government is improving co-ordination of the various agencies involved in drug control.

89. In Pakistan, illicit opium production which had fallen to the record low of 45 tons during the 1984/85 growing season, nearly tripled to 120 tons during 1985/86. This reversal of the trend towards decreasing production may be attributable in part to the high level of illicit demand for opiates, within Pakistan itself and beyond. Mobile illicit heroin laboratories, using opium produced on both sides of the Afghan/Pakistan border, have been discovered and dismantled in the tribal areas. The volume of manufacture and the level of enforcement activity are demonstrated by the doubling of heroin seizures between 1984 and 1985 to an amount reaching almost five tons. Seizures of cannabis have also doubled during the same period.

90. A number of redevelopment projects are operational in several poppy growing areas. The Government has indicated its intention, beginning with the 1986/87 growing season, effectively to enforce its ban on poppy cultivation in two major such areas, namely, Gadoon and Dir. Enforcement of the ban is also foreseen in those portions of the Bajaur and Mohmand tribal areas where redevelopment programmes are planned.

91. Illicit domestic consumption of drugs is serious. Heroin abusers in the country are estimated to have reached half a million, and even larger numbers of persons are dependent on opium and cannabis. The abuse of psychotropic substances, including methaqualone, is spreading. Treatment facilities are being expanded and preventive education programmes are being launched, with the assistance of community groups and non-governmental organizations. The continuing active involvement of the health authorities is essential. Progress in achieving a reduction in the high level of domestic consumption necessarily also requires parallel reduction in drug availability at the street level. There is also need to

review the control of the distribution of psychotropic substances for medical use. Drastic reduction in the number of authorized wholesalers and retailers is essential for effective control.

92. The Government is considering legislation to increase penalties for drug offenses and to permit the seizure of assets of traffickers. Enhanced co-operation at the operational level between Pakistan and other countries in neighbouring regions is a prerequisite for more effective action to reduce trafficking.

93. Turkey continues successfully to enforce its ban against the production of opium. Again during the last growing season, the Government's aerial and ground surveillance in 67 provinces showed no diversions from poppy cultivation licensed for the production of poppy straw and seeds. Situated as it is between Asia and Europe, transit trafficking involving heroin and cannabis, takes place in Turkey. The Government is strengthening its capability to guard its sea coasts since drugs are trafficked out of the country mainly by sea.

94. The authorities in States in the eastern part of the Arabian Peninsula remain concerned about drug abuse. Cannabis is widely abused, as are opiates, although to a lesser extent. Large amounts of psychotropic substances, including amphetamines, fenetylline and methaqualone are seized and abused in most countries in the sub-region. Counter-action is being taken both in individual countries and sub-regionally. The Board reiterates its hope that Bahrain, Oman, Qatar and the United Arab Emirates will formalize their de-facto implementation of both the 1961 and 1971 Conventions by becoming Parties at the earliest possible time.

#### SOUTH ASIA

95. Situated between major sources of illicit drugs, India is used as a transit country for illicit traffic in heroin, originating in parts of the Near and Middle East and Southeast Asia. Acetic anhydride, originating in India, is smuggled to certain of these neighbouring countries for use in the manufacture of heroin, some of which is trafficked back to and through India. Seizure data suggest that opium is also illicitly trafficked mainly internally and that a portion of the drug is diverted from the licensed growing areas. Some illicit manufacture of heroin is known to have taken place within India in recent years. Enforcement operations throughout the country have netted enormous seizures, mainly of heroin and cannabis.

96. In 1984, the Government prohibited the manufacture, import and sale of methaqualone. The drug, illicitly manufactured, has remained available in the traffic both within India and abroad, where it is trafficked mainly towards southern African countries. The large seizures of methaqualone, which continued to occur at exit points during 1985 and 1986, show both the volume of the illicit manufacture and the efficiency of enforcement.

97. Major urban centers, particularly Bombay and New Delhi, which are trans-shipment points for heroin trafficking, are afflicted by a steep rise in heroin abuse. A survey is being conducted in nine major cities to identify the extent of abuse. Programmes aimed at preventing abuse and treating dependent persons are being developed. Moreover, enforcement is being directed to reducing the availability of drugs at the street level.

98. Following the enactment in November 1985 of the Narcotic Drugs and Psychotropic Substances Act, a Narcotics Control Bureau was established to co-ordinate counter-action. Legislation also provides for the forfeiture of traffickers' assets. The Prime Minister's Office continuously monitors developments. UNFDAC has developed, in co-operation with the Government, a master plan for the provision of assistance in law enforcement, prevention of drug abuse and treatment and rehabilitation of drug dependent persons.

99. Enhanced co-operation at the operational level between India and other countries in neighbouring regions is a prerequisite for more effective action to reduce trafficking.

100. In Sri Lanka, heroin related offences increased almost tenfold between 1984 and 1985 and the most severe penalties were meted out to offenders. Nationals of the country, who were initially recruited as couriers for opiates produced in the Near and Middle East region, subsequently organized trafficking groups in Western Europe and established links with international criminal networks. UNFDAC is supporting a law enforcement project in Sri Lanka.

101. In Nepal, large scale trafficking of cannabis continues. Drug abuse, especially heroin, is reported to be spreading, and nationals of the country have become increasingly involved in international heroin trafficking. In 1986, legislation was amended to increase penalties for drug trafficking.

#### EAST AND SOUTHEAST ASIA

102. Extensive eradication of illicit poppy cultivation during the 1985/86 crop year, both in Burma and Thailand, reduced the production of opiates in the region. Large seizures, especially in Thailand and Hong Kong, further diminished opiate supplies. Some mobile heroin laboratories along the Thai/Burmese border were dismantled, and traffickers shifted their operations elsewhere. There were indications of attempts to smuggle into the region opiates originating in the Near and Middle East. Illicit cultivation of cannabis remains widespread.

103. Heroin abuse in some parts of the region appears to have stabilized, as countries reinforced preventive education and rehabilitation programmes and intensified law enforcement. Cannabis and psychotropic substances are also abused.

104. Since its inception, UNFDAC has supported drug control programmes in the region. Bilateral co-operation involving a number of countries in the region is also well established. ASEAN <sup>27/</sup> countries are endeavouring to unify their counter attacks. Furthermore, regional co-operation also takes place within the framework of meetings of the heads of narcotics law enforcement agencies held under the auspices of the United Nations. Several countries in the region are studying their legislation with a view to enabling their authorities to confiscate assets of traffickers.

105. Burma has continued vigorously to eradicate illicit poppy crops. During the 1985/86 growing season, more than 13 000 hectares of poppy were destroyed, mostly in the Shan State. This was achieved by aerial spraying of herbicides and manual destruction. The area eradicated was 50 percent

greater than the previous year. Acetic anhydride continued to be smuggled into Burma for the manufacture of heroin. Strict controls exercised by the Thai authorities had created a scarcity of this chemical in the border area where such manufacture takes place. Most of this heroin entered the international illicit traffic via Thailand, although some amounts left via India or were shipped via the Andaman sea.

106. Large scale cannabis cultivation was detected along the southeast border of Burma and 65 tons were destroyed.

107. Heroin abuse remains serious within the country. Legislation has been amended to provide more severe penalties for abusers who fail to register for treatment. The extent of abuse of psychotropic substances is not known but abuse of methaqualone is believed to have increased. Programmes for the treatment of drug dependent persons are carried out. The rehabilitation component of these programmes includes training in agricultural techniques and livestock breeding.

108. The international community continues to assist Burma's drug control programmes. These programmes encompass eradication, enforcement, provision of alternative income possibilities for poppy farmers and demand reduction. UNFDAC has maintained a multi-sectoral programme in Burma for the past decade. A new five-year agreement between the Government and UNFDAC was signed in June of 1986. This agreement foresees a contribution by UNFDAC of US\$ 10.5 million. On its side, the Government has undertaken to conduct eradication campaigns to keep pace with the programme's implementation with the goal of achieving complete eradication of opium production by the end of the five-year period. Support is also provided through bilateral arrangements. The firm commitment of the Government to combat illicit drug activity is evident and warrants the continuing support of the international community.

109. In Thailand, approximately 26 tons of opium were estimated to have been illicitly produced in 1985/86, some ten tons less than the previous crop year. The authorities carried out an eradication campaign, destroying some 1 700 ha of poppy cultivation - nearly quadrupling that eradicated the previous year. Programmes have been in place for a number of years looking towards the redevelopment of poppy growing areas and the provision of alternative income possibilities for farmers. Poppies are eradicated as these programmes are developed. During 1986, UNFDAC has formulated new large-scale highland development projects to eliminate illicit poppy cultivation and reduce drug demand. These additional projects require an UNFDAC contribution of around US \$9 million over the next five years. Action to prevent acetic anhydride from reaching the heroin laboratories along the Thai/Burmese border resulted in some of them being shifted south, near the Malaysian border. The discovery of the first amphetamine laboratory in Thailand in 1986 may indicate growing abuse of this drug.

110. Illicit cannabis cultivation continues within the country but the authorities endeavour to eradicate it. Since only a relatively small percentage of the total opium production in the region is estimated to originate in Thailand itself, the country's enforcement efforts focus mainly on interdicting opiates produced elsewhere in the region. The high rate of seizures is reflected in significantly increased prices which have prevailed for the last two years. High level consultations between Thailand and Burma have resulted in an agreement to strengthen co-operation to suppress drug trafficking.

111. The abuse of opiates, cannabis and psychotropic substances remains high. Over 400 heroin "dens" are believed to exist in Bangkok. A long-term plan is envisaged for the elimination of these and other retail outlets. This plan is being developed by all agencies concerned in collaboration with the city of Bangkok.

112. Thailand's drug control efforts continue to merit the support of the international community.

113. In the past, illicit opium production has taken place in the Lao People's Democratic Republic. There is no information as to the present situation. The authorities have supplied to the Board some of the information required under the 1961 and 1971 Conventions. The Board hopes to develop its dialogue with the Government and for that purpose to send a mission to the country at the earliest possible opportunity.

114. Opiates continued to be smuggled by trawler into the Territory of Hong Kong from Thailand. Large seizures of heroin caused temporary price increases but traffickers replenished their stocks quickly. Despite intensive law enforcement, Hong Kong remains a trans-shipment point for trafficking. Cannabis originating in the Philippines enters the Territory in bulk in container cargo. Lesser amounts were trafficked from Thailand, India and Nepal.

115. Heroin abuse appears to have stabilized. The abuse of cannabis and psychotropic substances, mainly methaqualone, may be on the increase but is not estimated to be currently significant. However, drug wholesalers are required to submit quarterly returns of all legitimate imports of psychotropic substances. The ready availability of a range of treatment programmes, linked with after-care services and extensive education programmes, should promote further progress in the reduction of drug abuse. Non-governmental organizations play a significant role.

116. In Malaysia, there has been a decline in the number of newly reported heroin addicts. This may be attributable to the Government's determined action against drug trafficking as well as its comprehensive programmes for rehabilitation, together with after-care support by the community. Opiates continue to enter the country from Thailand and Burma. Attempts to smuggle these drugs from India and Pakistan have also been detected. Nevertheless there has been a heroin shortage, indicated by price increases and reduced purity, and the use of psychotropic substances as substitutes. Better control of psychotropic substances is envisaged by means of computerization and an increase in personnel. UNFDAC is supporting projects in the fields of law enforcement, legislation and demand reduction. Penalties for drug offences are most severe.

#### OCEANIA

117. Heroin and cannabis continue to be smuggled into Australia, mainly from Southeast Asia. Attempts are also made to traffic heroin and cannabis resin from Southwest Asia. Amphetamines, illegally produced domestically, are widely available. In 1985, three amphetamine and two methylamphetamine laboratories were destroyed, and during the first five months of 1986, two such laboratories were dismantled. Seizures show that cocaine is also being abused.

118. The authorities are taking comprehensive counter-action. The three-year National Campaign Against Drug Abuse, launched in 1985, is led by a Ministerial Council on Drug Strategy. The campaign encompasses new or strengthened programmes for preventive education, treatment/rehabilitation and law enforcement, as well as research and training. Legislation was enacted at the end of 1985 providing for the establishment in New South Wales of a commission to investigate drug crimes, especially those related to organized crime.

119. Due to New Zealand's geographical location illicit drug availability is limited. Some heroin was trafficked via Australia. The local illicit manufacture of morphine and heroin from preparations containing codeine continues, with 18 such cases detected in the first six months of 1986. Measures taken to limit the availability of such preparations at the retail level by reducing the number of tablets per package and requiring special authorization for any sales exceeding two packages have reduced sales. However, thefts of codeine-based products from pharmacies and warehouses have increased. Cannabis oil is also extracted domestically, mostly from locally cultivated cannabis. Cocaine seizures increased slightly, part of which may have been destined for Australia. Trafficking by mail occurs and involves in particular LSD from the Netherlands.

#### EUROPE

##### Eastern Europe

120. Most countries in the region are Parties to both the 1961 and 1971 Conventions. In general, drug abuse does not constitute a serious public health problem, even though in some countries there is growing concern that the cultivation of narcotic plants gives rise to more numerous cases of diversion locally. In some countries, instances of abuse of certain psychotropic substances, often in combination with alcohol, have also been noted.

121. Situated between major regions where narcotic drugs are illicitly produced and consumed, drugs are trafficked through Eastern Europe, usually from east to west. Customs inspection facilities are being strengthened in a number of countries. Other measures designed to bolster counter-action include the joint training of customs officers, the frequent exchange of information between law enforcement agencies and periodic consultations among the authorities of the countries concerned.

122. In Poland, the abuse of a locally prepared decoction containing alkaloids, obtained from poppy capsules clandestinely harvested from legitimate cultivation, has given rise to great concern. The authorities have adopted a series of measures, including new legislation, to cope with this problem 28/.

123. In Czechoslovakia, sporadic cases of the abuse of certain psychotropic substances, often in combination with alcohol, have been noted. A limited abuse of methamphetamine, illicitly manufactured locally from ephedrine, has been detected. Transit trafficking of heroin, originating in the Indian sub-continent and destined for Western Europe, has led the authorities to strengthen their enforcement capabilities, in

particular at customs control points. The authorities are co-operating actively with other countries concerned.

124. In the Soviet Union, the authorities are increasingly concerned by the still limited but apparently growing abuse of some narcotic drugs. The drugs are obtained primarily from fields of cannabis grown for industrial purposes or growing wild, as well as from poppy fields. Thefts of drugs from medical or para-medical institutions increasingly occur. Studies are being carried out in some Republics as well as by the central government to assess the situation and develop remedial measures both to strengthen controls and to treat and rehabilitate drug abusers.

Western Europe

125. With the exception of Malta and San Marino, all countries in Western Europe are Parties to the 1961 Convention in its original or amended form. On the other hand, of the 26 countries in the region, ten, including such manufacturing countries as Austria, Belgium, the Netherlands and Switzerland, have not yet ratified the 1971 Convention. Ratification by all manufacturing countries and their full implementation of the provisions of the Conventions are essential if the international control system is to function with maximum effectiveness and diversions to the illicit traffic prevented. The Board therefore urges all countries which have not yet done so to become Parties to the 1971 Convention at the earliest possible time.

126. In a number of countries, data collected during 1985 and part of 1986 by the drug enforcement services show a stabilization, or even, in some instances, a decline in drug-related deaths. In some countries, the average age of victims is reported to have increased, as is the average age of known drug dependent persons. In several countries, heroin abuse remains at a high level, while in others, such abuse appears to be stabilizing, and in some cases, decreasing. The abuse of cocaine is now widespread and increasing in some countries.

127. Heroin remains widely available. Total quantities seized in 1985 exceeded those made in 1984. Data available for 1986, indicate that similar trends are likely to continue. The largest quantities were seized in the United Kingdom, the Netherlands and France. Both the number of persons involved and the number of seizures have decreased. Indications are that trafficking may be better organized and that larger quantities are being smuggled by air and by sea. In 1986 an individual seizure of 220 kg of heroin originating in Kabul was made in Rotterdam. More than 50% of the total quantities seized in the region were known or presumed to have been obtained or produced in the Near and Middle East and South Asia, while about 18% were estimated to have originated in South East Asia. Five heroin laboratories were discovered in 1985, four in the Netherlands and one in Switzerland.

128. Cocaine continues to be widely trafficked and abused in several countries in the region. Quantities seized, as well as the number of seizures and of persons involved, had declined both in 1984 and 1985; but trends observed so far in 1986, indicate a new upsurge, particularly in France, the Federal Republic of Germany and the United Kingdom. In the Federal Republic of Germany, the number of cocaine users as well as cocaine-related deaths are increasing. Trafficking in cocaine to and

through Spain remains at a high level. While most of the seizures are made at airports, law enforcement services believe that ever increasing quantities of cocaine are smuggled into Europe in bulk through seaports without detection. Containers seem to be increasingly used for that purpose. Unless law enforcement agencies are provided with additional financial and technical means, traffickers will undoubtedly use seaports even more frequently than airports. There are indications that, probably as a result of controls enforced on precursors and specific chemicals in some South American countries, traffickers are shifting some refining operations to countries where chemical industries are situated. Occasional seizures of coca paste are made in Western Europe.

129. During 1985, total quantities of cannabis seized in Western Europe were the largest ever, and represent an increase of 450% as compared with those seized in 1975. This trend is continuing in 1986. Although most of the cannabis originates abroad, the drug is increasingly being grown illicitly in some countries of the region. One quarter of the cannabis seized in the region originated in the Near and Middle East, while North Africa and countries south of the Sahara were the source of almost 20%. Cannabis originating in South America is increasingly seized in Western Europe, and accounted for 25% of the seizures in 1985. The size of seizures indicates the enormous amounts of cannabis being abused in the region.

130. Abuse of central nervous stimulants, primarily amphetamines, continues to take place in the United Kingdom and in the Scandinavian countries. Abuse is sharply increasing in the Federal Republic of Germany. In most cases, the drug is manufactured clandestinely, primarily in the Netherlands and in the Federal Republic of Germany. Large amounts of LSD continue to be seized, mainly in the Netherlands, where it is believed that the drug is manufactured clandestinely.

131. Diversion of some psychotropic substances from legitimate manufacture in Western Europe continues to occur. Secobarbital is mainly trafficked to West Africa, while fenetylline is trafficked to the Middle East. It is regrettable that a few exporting countries are neither parties to the 1971 Convention nor are equipped with the necessary national legislation enabling their drug control administrations to prevent such diversions. The Board has recommended over the last few years a number of measures to remedy this situation. However, most national administrations collaborate closely with the Board. As previously noted, their vigilance and co-operation with each other and with the Board has, as last year, prevented the diversion of several tons of psychotropic substances into the illicit traffic.

132. Policy makers are urged to strengthen prevention programmes since the supply of and trafficking in drugs is unlikely to be curtailed unless there is a dramatic decrease in the demand. In particular, they should heed the indications that cocaine traffickers are seeking to expand markets in Western Europe. The authorities in Western European countries in which cannabis is illicitly grown should also carry out detection and eradication programmes.

NORTH AMERICA

Canada

133. The abuse and illicit trafficking of drugs remain serious and cause growing concern. Cannabis and its derivatives are most commonly abused. The bulk of supplies originates abroad, although amounts produced clandestinely within the country are increasing. Cocaine is plentiful and is widely abused, particularly in metropolitan centres. The authorities anticipate that the smoking of cocaine in the form of "crack" will occur 29/. There are also ample quantities of heroin of high purity on the illicit market. Most of it originates in Southeast Asia, but heroin of Mexican provenance is also readily available. Diversion from licit supplies of various opiates, as well as some benzodiazepines, occurs mainly in metropolitan areas. Clandestine manufacture of some psychotropic substances continues to concern the authorities. Amphetamines and LSD are trafficked to Canada from the United States.

134. The Canadian Government is pursuing an active programme to contain drug abuse and to counter trafficking. Federal drug units are concentrating on dismantling major trafficking operations. A national programme focuses on the identification and tracing of assets relating to trafficking. A special narcotics interdiction task force has been created, and teams of customs officials have been located at key ports of entry.

135. In October 1986, the Government announced that Canada intends to become a Party to the 1971 Convention.

Mexico

136. Despite the country's current stringent economic situation, the Mexican authorities continue to accord the highest priority to the extensive law enforcement campaign which they have been conducting since 1976. Action against illicit cultivation of narcotic crops and drug trafficking is being intensified, particularly with the help of the Army.

137. As a result, 25,000 Mexican soldiers have been taking part in the eradication campaign and have destroyed thousands of hectares of cannabis and opium poppy cultivation. The Mexican Navy has continued its interdiction operations in the Caribbean Sea against drug traffickers. The system in operation, which observes and controls the national coastal strip, has yielded important results, particularly in the Southern part of the country, where large amounts of drugs have been seized. During the first eight months of 1986, the authorities seized and destroyed large amounts of cannabis and cocaine.

138. According to a recently conducted study, cannabis remains the most widely abused drug within the country. Heroin is consumed mostly along Mexico's northern frontiers. Sporadic cases of cocaine and coca paste abuse have also been detected. Abuse of organic solvents continues to pose a serious problem. The authorities are engaged in efforts to assess the drug abuse situation within the country as a necessary step toward remedial action. The Mexican Government, through its concerned agencies, has extended and intensified its national drug programme. More resources are being allocated in the areas of prevention and rehabilitation.

United States of America

139. The illicit consumption of a variety of drugs, often taken in combination, remains a major public health problem. Cannabis continues to be the most widely abused drug, although surveys show that its use by young persons has declined. Heroin abuse is believed to have stabilized. Other dangerous drugs, such as methamphetamine, PCP and fentanyl analogues continue to be abused. Today, the drug causing the greatest concern is cocaine, which is estimated to be used regularly by between four and five million persons. The current method of taking cocaine is to smoke a purified form of the substance known on the streets -- where it is mass marketed at a relatively low price -- as "crack" <sup>30/</sup>.

140. A large part of the cannabis abused in the country originates abroad, although domestic cultivation has increased. A part of the domestically grown cannabis plants is of the more potent sinsemilla variety. During 1986, eradication of domestically grown cannabis was carried out both manually and by aerial spraying of herbicides. All 50 states were involved in the campaign. The cocaine originates in Latin America. Heroin originates in Mexico, Southwest and Southeast Asia. Synthetic narcotics and psychotropic substances are for the most part manufactured in clandestine laboratories in the United States. The volume of trafficking is very large. The price of drug abuse in the country amounts to billions of dollars each year in increased health care costs, lost productivity, and related crime and violence.

141. Comprehensive counter-measures have been actively pursued over many years in the fields of law enforcement, prevention of drug abuse and treatment and rehabilitation of drug dependent persons. During 1985, over 10 000 persons were convicted for drug crimes and nearly US \$250 million of their assets seized by the Drug Enforcement Administration (DEA).

142. The United States continues actively to participate in the international campaign against illicit production, trafficking and abuse. It provides substantial support, both through UNFDAC and under bilateral and regional arrangements. The United States supports programmes in some 30 other countries.

143. In September 1986, President Reagan characterized drug trafficking as a threat to national security and announced the launching of a national "crusade" against drugs, to include a combination of complementary efforts by the Government and the private sector. The objectives of this campaign are: drug-free work places, drug-free schools, effective drug abuse treatment, expansion of international co-operation, strengthened law enforcement, and increased public awareness and prevention. The President stressed that the end to the drug abuse epidemic would come through a combination of tough laws and a dramatic change in public attitude, the ultimate goal being a drug-free generation. In October 1986, the President signed into law the Anti-Drug Abuse Act of 1986 adopted by the Congress. The new law will permit intensified and accelerated action to attain the six objectives mentioned above. In the fiscal year 1987, over US \$2 400 million has been authorized for these purposes.

THE CARIBBEAN, CENTRAL AND SOUTH AMERICA

144. Enormous areas continue to be cultivated in coca-bush in Bolivia and Peru, the two major world producers, while new areas of illicit cultivation are emerging in other parts of the region. This expansion of cultivation, coupled with the ready availability of specific chemicals throughout Latin America during the last decade, has contributed to a significant increase in the illicit production and traffic of cocaine. Nevertheless, intensified enforcement activities undertaken by several countries in recent years and the curtailment and monitoring of trade in specific chemicals, particularly ether, have disrupted some of the activities of the traffickers and forced them to find new havens for their supplies as well as new traffic routes.

145. Moreover, authorities in many countries have indicated an ever deepening anxiety about the menace of drug abuse, especially about the serious risks presented by the smoking of coca paste and the increasing and spreading abuse of cocaine and cannabis. Amphetamines are also abused in certain countries.

146. In this somber picture certain hopeful signs can be perceived. Eradication of coca bush and cannabis cultivation is being carried out in several countries. Drug control legislation has been strengthened and special emphasis has been placed upon demand-reduction campaigns. Moreover, regional co-operation, including some joint enforcement efforts, has expanded. It is of utmost importance that the momentum be maintained and that parallel activities be carried out in all countries of the region facing similar problems.

147. The legitimate requirements for cocaine worldwide are minimal and steadily decreasing. It is imperative that the licit suppliers -- namely, Peru and, to a lesser extent Bolivia -- license and effectively control the limited areas required for medical needs and the extraction of aromatic substances. The size of the licensed area should not exceed the estimated world requirements as published by the Board. Coca leaf used for chewing must similarly be under license and subjected to the control measures stipulated in the 1961 Convention as soon as possible.

148. During 1986, UNFDAC has intensified its activities in Latin America and the Caribbean. The Fund's total support covering various multi-year programmes for the region amounts to US \$53.8 million. New agreements were signed with the Government of Bolivia for law enforcement, prevention, treatment and rehabilitation activities which complement the current programme of agricultural diversification and agro-industrial development in the Yungas. Within the framework of the multi-sectoral programme agreement signed in February 1985 between the Government of Colombia and UNFDAC, new activities have been integrated into the coca crop substitution project in the Cauca Department. A memorandum of understanding was signed in May 1986 with the Ecuadorian Government, which has agreed to eliminate illicit coca cultivation within a period of five years in exchange for a commitment from UNFDAC to support a drug control plan. In Peru, UNFDAC is supporting a two-year project for crop substitution and community development in the Quillabamba area. In that country UNFDAC is also financing two rural and agro-industrial development projects in the area of Tingo Maria as well as prevention and treatment activities. UNFDAC has also started assisting other countries in the

region, including Argentina, Brazil and Paraguay, in the formulation and implementation of nation-wide drug control plans. Prevention and treatment projects are also operational in the Bahamas and Jamaica. A regional project financed by UNFDAC and executed by ICPO/Interpol provides for the establishment of a telecommunication system in the Caribbean and Central America for narcotics control and related law enforcement. Additional regional activities are being developed in co-operation with the CARICOM secretariat. Assistance is also provided under bilateral arrangements. The dimensions of the problem in the region require large-scale and sustained support for Governments' efforts if a significant impact is to be made.

149. A training seminar for administrators in charge of drug control and law enforcement in Latin America and the Caribbean was organized jointly in Madrid by the INCB and the Government of Spain with the financial support of UNFDAC, from 10-20 March 1986. Participants from 21 countries had the opportunity to familiarize themselves with the practical aspects of the implementation of the international drug control treaties. An evaluation of the seminar's impact in terms of improved reporting to the Board will be carried out as of 1987.

150. The Inter-American Specialized Conference on the Traffic in Narcotic Drugs, held in Rio de Janeiro, Brazil, from 22 to 26 April 1986, under the auspices of the Organization of American States concluded that international co-operation is indispensable to confronting successfully the multinational drug trafficking organizations. The Conference also urged member countries to strengthen the operational capabilities of their customs and police services and to investigate the source of funds of notorious drug traffickers. In addition, the Conference endorsed the establishment of strict controls on the manufacture, importation and exportation of precursors and specific chemicals required for the illicit production of drugs.

151. In Bolivia, the uncontrolled and illicit cultivation of the coca bush continued unabated throughout 1985. The authorities estimate that in 1985 Bolivia produced between 120 and 160 thousand tons of coca leaf. While the Chaparre and the Yungas remained the main centers of illicit cultivation, increasing cocaine production activities took place in the provinces of Beni and Santa Cruz where traffickers were establishing large processing facilities.

152. The new Government installed in August 1985 stated its intention to engage its resources in an attack against narcotics trafficking and to prevent the institutional corruption which threatened the security of the State. In July, the authorities, with the technical and logistical support of the United States, began searching out and destroying cocaine processing facilities in Beni and the Chapare in north-central Bolivia. Despite the fact that major traffickers managed to escape, the authorities consider the overall operation successful. A new decree-law was enacted in July. This law orders that property seized from traffickers be delivered to State institutions engaged in the country's campaign against illicit trafficking and drug abuse. The authorities are taking steps to prevent traffickers from re-establishing refineries. The price of coca leaf in Beni and Chapare has dropped significantly and provides an opportunity to persuade cultivators to shift to other crops. The Board urges that full advantage be taken of this opportunity.

153. Despite the efforts undertaken by the new Government of Peru following its pledge to accord high priority to fighting corruption and narcotics trafficking, there have been indications of further increases in coca cultivation during the last part of 1985 and the beginning of 1986. Furthermore, a tendency to move cocaine processing facilities closer to the areas of coca leaf cultivation has led to an increase in the amount of coca paste and cocaine available for consumption by the local population. The smoking of coca paste and the widespread use of cocaine remain a matter of serious concern to the Peruvian authorities.

154. In August 1986 the Peruvian authorities conducted a major offensive against clandestine air strips and coca processing laboratories. Fourteen such air strips and four large laboratories were destroyed by airplanes in the northern jungles of the country. The Government announced that a similar major offensive would be conducted in the Upper Huallaga Valley, the largest illicit coca cultivation area in Peru. The high level of unrest in this area has sharply hampered previous drug control efforts.

155. In Brazil illicit drug traffic has gradually increased in recent years and is likely to expand further. Brazil's extensive borders with Colombia, Peru, Bolivia and Paraguay, together with its vast and almost unexplored regions offers drug traffickers an enormous area in which to undertake illicit cultivation, manufacture and traffic.

156. Since 1983, the Government has undertaken several coca eradication operations in the state of Amazonas where most cultivation appears to be centered. Several hundred hectares of coca cultivation were eradicated. In addition, the authorities located and destroyed a number of cocaine refineries and seized large quantities of specific chemicals used for the illicit manufacture of cocaine.

157. Brazil is the only major manufacturer in South America of specific chemicals, mainly of acetone and ethyl ether. Moreover, the country serves as an entry point for chemicals originating in the United States and Europe. Enforcement operations undertaken by the authorities are directed at restricting trafficking of these chemicals to neighbouring countries. The success attained has been partially offset by the increased use of these chemicals in newly established laboratory operations inside Brazil itself.

158. Illicit cannabis cultivation occurs mainly in the northeast of the country. In 1985, the authorities seized very large amounts of cannabis. Some limited eradication operations have been conducted in recent years.

159. In Colombia, the high level of activity against illicit trafficking continues. Extensive areas of illicit cultivation of cannabis has been eradicated. Special army and police units have been in charge of destroying coca plantations manually and testing coca plant eradication by the aerial spraying of herbicides. The authorities have indicated that, once the tests demonstrate the effectiveness of the chemicals used, they will proceed to eradicate extensively by aerial spraying the illicit coca cultivation, estimated to occupy from 30,000 to 50,000 hectares.

160. Several tons of cocaine have been destroyed, many cocaine refineries have been dismantled and chemicals seized. Clandestine landing strips have been destroyed, both in Colombia and in neighbouring countries, with the co-operation of the authorities concerned.

161. Alarmed by the significant increase in drug abuse, and particularly the smoking of coca paste, the Government has launched a national campaign aimed primarily at education. One of the objectives of the campaign is to provide state and private institutions educational, informational and scientific materials. For example, the country's leading newspaper widely distributed a booklet entitled "I Prefer to Live", which describes different types of addiction, explains how to recognize them and where treatment facilities are located. The campaign is aimed mainly at persons between 12 and 25 years of age -- which is the population group most affected by such drugs as coca paste and cannabis.

162. In February, the Government enacted a new drug control statute which broadens the prerogatives of the National Drug Control Council and establishes an Advisory Committee of Experts to outline policies and strategies to fight drug abuse. The law increases penalties for drug trafficking-related offences and imposes very high fines. It also emphasizes prevention.

163. In recent years, Ecuador, has been mainly a transit country for coca derivatives originating mostly in Peru and Bolivia. However, extensive areas of illicitly cultivated coca have recently been discovered within Ecuador. The Government is undertaking vigorous counter-action.

164. Several enforcement operations conducted in the northeastern part of the country from September 1984 to April 1986 resulted in the destruction of almost 600 ha of coca bush. In addition, 81 laboratories were dismantled and large quantities of specific chemicals used for the illicit manufacture of cocaine were seized. The ready availability of these chemicals in Ecuador continues to pose a serious threat. Of special concern to the authorities is the soaring increase in the abuse of coca paste. Cocaine and cannabis are also widely abused. Preventive education programmes are carried out country-wide.

#### Central America

165. Illicit cultivation of cannabis and transit traffic in cannabis and cocaine occur in most countries in the region.

166. In Belize, the authorities have continued to eradicate illicit cannabis cultivation by aerial spraying of herbicides. Growing violence in the northern districts of the capital appears to be drug-related. The police have destroyed airstrips being used by the traffickers.

167. Panama's geographic location attracts traffickers who use it as a transit point for cannabis and cocaine traffic coming from South America and for the laundering of trafficking-related funds. Cannabis is illicitly produced in the country. In 1986, the authorities eradicated such production through aerial spraying of herbicides, resulting in a sharp decline in production.

#### The Caribbean

168. In the Caribbean, hundreds of islands, vast areas of surrounding water, and many illicit landing strips provide ready facilities for international drug smuggling. The strategic location of this area between centres of illicit production and consumption, and the existence of banking arrangements which facilitate the laundering of money from drug

transactions, make some Caribbean countries the favoured choices of traffickers. The staggering profits obtained from criminal trafficking foster corruption and even destabilize political organization.

169. In Jamaica, the Government continued its fight against illicit cannabis cultivation and traffic. A significant decrease in cannabis seizures has been attributed to eradication, which was confirmed by aerial surveys. The authorities believe that, as a result of tighter security measures at the airports, traffickers are now increasingly conducting their traffic through the sea ports. The growing amounts of drugs hidden in shipments of other products has become a threat to Jamaica's licit exports.

170. The lack of rehabilitation facilities, especially with regard to cocaine abuse, is causing great concern. Two surveys are to be conducted in the country to study epidemiological patterns and review rehabilitation facilities.

AFRICA

171. Of the 51 countries in the continent, 30 are Parties to the 1961 Convention, 21 of which are also Parties to the 1971 Convention. Twenty-one countries are Parties to neither Convention. For 1985, more than one-half of the countries in the region provided the information requested by the Board; most of the remaining countries provided partial information and one provided no information. A prior requirement in many countries is the enunciation of determined commitments to effective drug control at the policy level.

172. An improvement in reporting overall requires the strengthening of national legislation and control machinery, better monitoring of drug imports as well as of retail distribution, and increased trained personnel who, at present, are too few. Surveys to determine the extent of drug abuse are necessary for the development of programmes to prevent and reduce abuse.

173. Cannabis is abused throughout the continent. The drug is produced in many countries. Large quantities are trafficked abroad -- mainly to Western Europe, primarily from Morocco, but also increasingly from countries south of the Sahara, in particular Ghana and Nigeria. Seizures in certain countries of equipment used to extract resin and oil is an ominous sign.

174. Heroin, until recently virtually unknown in Africa, is now abused in Mauritius and Nigeria. These countries serve as transit points for heroin originating in Asia and intended for Western Europe and North America. Other transit countries such as the Côte d'Ivoire and Ghana, where large seizures of heroin have already taken place, are also particularly at risk of becoming centers of abuse. Nationals of a number of African countries are often used as couriers in the international traffic in heroin and other drugs.

175. Another ominous recent development is the appearance of cocaine as evidenced by seizures made in the Côte d'Ivoire, Ghana and Nigeria. This suggests that traffickers are seeking to establish smuggling routes from South America through Africa to other regions. Abuse of cocaine has already begun in some countries.

176. Trafficking in psychotropic substances is substantial and increasing, and the abuse problem is becoming more and more serious. Amphetamines and secobarbital preparations are widely available in West Africa and, to a lesser extent, in Central Africa. Trafficking in methaqualone is substantial in eastern and southern Africa. Abuse mainly occurs in southern Africa. Diazepam has recently been seized in a number of African countries.

177. A growing number of countries are strengthening their drug control legislation. These include Botswana, Côte d'Ivoire, Malawi, Nigeria and Swaziland.

178. In 1986, UNFDAC significantly expanded its support for drug control programmes in African countries. It developed new programmes in Benin, Mauritius, Nigeria, Senegal, Somalia, Sudan and Zimbabwe. The Fund's assistance includes projects aimed at the prevention of drug abuse, training for police and customs officials and the provision of laboratory equipment for identifying confiscated substances. The deteriorating situation calls for active support from the international community.

179. International assistance is also being provided to improve countries' compliance with the treaties in regard to the licit movement of drugs. The Board's contribution consists essentially in providing training for national officials. With the financial assistance from UNFDAC, the Board organized, in December 1985 in Madagascar, its second regional African training seminar for administrators, from 25 countries, who are responsible for monitoring the licit movement of drugs. The success of the seminar will be shown by improved reporting to the Board by the participating countries in the coming years. An evaluation will be undertaken.

(Signed) Betty C. Gough  
President

(Signed) Adolf-Heinrich von Arnim  
Rapporteur

(Signed) Abdelaziz Bahi  
Secretary

Vienna, 31 October 1986

Notes

- 1/ During 1986 the membership of the Board is as follows: Mr. Adolf-Heinrich von ARNIM, Dr. CAI Zhiji, Professor John EBIE, Professor Ramon de la FUENTE MUNIZ, Dr. Diego GARCES-GIRALDO, Ms. Betty C. GOUGH, Mr. Ben HUYGHE BRAECKMANS, Professor S. Oguz KAYAALP, Dr. Mohsen KCHOUK, Sahibzada RAOOF ALI KHAN, Professor Paul REUTER, Professor Bror A. REXED, Sir Edward WILLIAMS. The curricula vitae of Board members are to be found at Annex I of the Report for 1985 (E/INCB/1985/1).
- 2/ 1961 Convention, article 9 (2) and (3).
- 3/ Article 6 of the 1961 Convention and article 24 of the 1971 Convention.
- 4/ E/CN.7/1987/2
- 5/ Articles 35, 36 and 37 of the 1961 Convention; articles 21 and 22 of the 1971 Convention.
- 6/ See paragraphs 63 - 77
- 7/ See paragraphs 63 and 64
- 8/ See also paragraphs 7 to 10 above.
- 9/ See paragraph 45 below.
- 10/ Bolivia, Kampuchea, People's Democratic Republic of Korea, Liberia and Viet Nam.
- 11/ Article 31, para. 5
- 12/ See document E/INCB/1986/3, Table VII (C)
- 13/ "Demand and Supply of Opiates for Medical and Scientific Needs" (E/INCB/1985/1/Supp.)
- 14/ Resolution 1984/21 of 24 May 1984
- 15/ "Demand and Supply of Opiates for Medical and Scientific Needs" (E/INCB/52/Supp.)
- 16/ Article 1 (k) of the Convention defines "region" as "any part of a State which pursuant to article 28 is treated as a separate entity for the purposes of this Convention."
- 17/ Resolution 1985/15
- 18/ 1971 Convention, article 12
- 19/ Resolution 1985/15
- 20/ E/CN.7/1987/2
- 21/ E/INCB/1985/1, paragraphs 56-61
- 22/ Article 30, paragraph 1, subparagraph b and paragraph 2
- 23/ E/INCB/1985/1. paragraphs 35, 151 and 155
- 24/ Council Resolution 1982/12
- 25/ Article 17 of the 1961 Convention and article 21 of the 1971 Convention.
- 26/ 17th and 18th meetings of the Sub-Commission, February and October 1984.
- 27/ Composed of Brunei, Indonesia, Malaysia, the Philippines, Singapore, Thailand.
- 28/ E/INCB/1985/1, para. 151.
- 29/ See paragraph 12
- 30/ See paragraph 12



## 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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