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**UNITED NATIONS**

# **COMMISSION ON NARCOTIC DRUGS**

## **REPORT OF THE FIFTH SESSION**

**(1-15 DECEMBER 1950)**

**ECONOMIC AND SOCIAL COUNCIL  
OFFICIAL RECORDS  
TWELFTH SESSION**

**SUPPLEMENT No. 2**

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## TABLE OF CONTENTS

<i>Chapter</i>	<i>Paragraph</i>	<i>Page</i>
INTRODUCTION .....	1-8	1
I. ORGANIZATIONAL AND ADMINISTRATIVE MATTERS		
1. Representation at the session .....	9-13	2
2. Opening and duration of the session .....	14-16	2
3. Election of officers .....	17	3
4. Adoption of the agenda .....	18-20	3
5. Invitations to attend the Commission .....	21-22	3
6. Tribute to the late Sir Malcolm Delevingne .....	23-25	3
7. Progress report of the Division of Narcotic Drugs .....	26-27	3
8. Future priorities in the work of the Division of Narcotic Drugs.	28	4
9. Sixth session of the Commission .....	29	4
II. IMPLEMENTATION OF THE INTERNATIONAL TREATIES ON NARCOTICS		
10. Annual reports for 1948 and 1949 made pursuant to article 21 of the 1931 Convention as amended by the 1946 Protocol .....	30-35	4
11. Illicit traffic .....	36	5
(a) Sources of illicit opium .....	37	5
(b) Situation in Turkey .....	38-40	5
(c) Heroin in the illicit traffic .....	41	5
(d) Situation in the Near East and India .....	42-45	5
(e) Situation in Thailand .....	46-47	6
(f) Situation in Germany .....	48-51	6
(g) Heroin diversion in Italy .....	52-54	6
(h) Illicit trafficking by the crews of merchant ships .....	55-56	7
(i) Co-operation with the International Criminal Police Commission .....	57-58	7
(j) Miscellaneous .....	59-61	7
12. Laws and regulations relating to narcotic drugs .....	62-63	8
III. THE SINGLE CONVENTION ON NARCOTIC DRUGS		
13. Background of the draft .....	64-66	8
14. Decision on the further elaboration of the Single Convention ...	67-69	8
15. Observations made by the Commission on the draft instrument		
(a) On general principles .....	70-79	9
(b) On specific provisions .....	80-140	10
(c) On terminology and drafting .....	141-144	15

*(Continued on page 3 of cover)*

All United Nations documents are designated by symbols, i.e., capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

(Continued from page 2 of cover)

<i>Chapter</i>	<i>Paragraph</i>	<i>Page</i>
IV. COCA		
16. Report of the United Nations Commission of Enquiry on the Coca Leaf to the Economic and Social Council .....	145	15
(a) Introduction .....	146-147	15
(b) Statements by the representatives of Bolivia and Peru...	148-149	15
(c) Statement by the Chairman of the Commission of Enquiry	150-152	16
(d) General discussion .....	153-158	16
(e) Decision of the Commission on Narcotic Drugs .....	159-161	17
V. OPIUM		
17. Proposed interim agreement to limit the production of opium to medical and scientific needs		
(a) Work done before the fifth session of the Commission....	162-168	17
(b) Consideration of the matter by the Commission .....	169-172	18
(c) Proposal for the establishment of an Internatioal Monopoly of Alkaloids .....	173	19
(d) The international assay of opium .....	174-175	19
(e) Plans for future work .....	176-178	19
18. Abolition of opium smoking in the Far East .....	179-181	20
19. Methods of determining the origin of opium by chemical and physical means .....	182-184	20
VI. GENERAL QUESTIONS		
20. Drug addiction		
(a) General .....	185-186	20
(b) Work of the World Health Organization .....	187-189	20
21. Morpholyethylmorphine .....	190-193	21
22. Offer for sale in China of 500 tons of opium .....	194-196	21

#### ANNEXES

A. Recommendations of the Commission to the Economic and Social Council .....	23
B. Other recommendations and decisions of the Commission .....	24
C. Tables showing the quantities of narcotics seized in the illicit traffic in 1949 .....	26
D. Analysis of the illicit traffic in 1949 and the first nine months of 1950 communicated by the United States of America .....	29
E. Proposal for an International Monopoly of Opium Alkaloids .....	32



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COMMISSION ON NARCOTIC DRUGS

Report to the Economic and Social Council on the fifth session of the Commission, held at Lake Success, New York, from 1 to 15 December 1950

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Introduction

1. While the primary task of the Commission on Narcotic Drugs is, and must continue to be, to bring under review the working of the international control of narcotic drugs in all its aspects, the Commission is, at the present time, increasingly concerned with the study of new developments in the direction of increasing the range and simplifying and improving the efficiency of that control.

2. At its fifth session, which was held at Lake Success, New York, the Commission had under consideration three major proposals, each of which is concerned with an important advance in the field of the international control of narcotic drugs.

3. The first of these was the proposal for an interim agreement to limit the production of opium to that required to meet the world's medical and scientific needs and to establish for this purpose an international monopoly through which the trade in opium would be conducted.

4. The Commission had before it the report of its *Ad Hoc* Committee of the Principal Opium-producing Countries, which met at Ankara in 1949, the reports of the Meeting of Representatives of the Principal Drug-manufacturing Countries, and of the Joint Committee of the Principal Opium-producing Countries and of the Principal Drug-manufacturing Countries, which met at Geneva in August 1950, and the Joint Committee's report on the second part of its session held at New York from 14 to 30 November 1950.

5. The Commission noted with satisfaction that substantial progress had already been made since the consideration of this proposal was initiated by the appointment of the *Ad Hoc* Committee which met at Ankara. The principle of limitation of production of opium had been accepted; the shares of production to be assigned to each producing country had been determined; there was agreement as to the means to be envisaged to secure the limitation of production, namely, the creation of an International Opium Monopoly; the paramount importance of inspection for the proper functioning and successful operation of the scheme had been affirmed; and the main provisions of a draft interim agreement prepared by the Secretary-General had been studied, and in certain respects amended. The Joint Committee had nevertheless been unable to find solutions to four questions, including the major question

of the basic price at which the International Monopoly should conduct its operations, which would have to be resolved before any interim agreement could be brought into force. With a view to making further progress as rapidly as possible the Commission on Narcotic Drugs decided to recommend to the Economic and Social Council that its sixth session should be held during April and May 1951, and should be devoted in the main to a further consideration of these questions. Account would be taken, in this further consideration, of a proposal made by the Joint Committee, as to possible further procedure, namely, that should a satisfactory solution to all these questions except that of price be found, the interim agreement might be elaborated, opened for signature, and even ratified, in a form which would permit of the International Monopoly undertaking trade in opium only after unanimous agreement on price had been reached.

6. The second of the major proposals considered by the Commission was that for a simplified and improved convention to replace the eight existing instruments on narcotic drugs, and to contain provisions for the limitation of the production of raw materials. The Commission had before it a draft of such an instrument, prepared by the Secretary-General in accordance with the request of the Commission at its fourth session and accompanied by a detailed commentary on the provisions of the draft. The Commission recorded its appreciation of the care and skill with which both the draft and the commentary had been prepared and it devoted some time to a discussion of the main principles of the new instrument. The discussion was in the nature of an exchange of views, since there was not time to reach conclusions on the many and complex issues which the new proposals involve and which require detailed study. The Commission felt therefore that it would be premature at the present stage to communicate the draft to governments for their observations, as it was authorized to do, if it thought that course desirable, by resolution 315 (XI) of the Economic and Social Council. It considered, however, that it would be of advantage that the views of the governments represented on the Commission should be formulated in the light of the discussion which had already taken place in the Commission, and made available to the Commission for further consideration, if time permitted, at its sixth session, in order that the conclusions then reached by the Commission

might be embodied in a revised draft, which would then be considered by the Commission at its seventh session early in 1952.

7. The third of the major questions which were studied by the Commission was the problem of coca leaf chewing in Bolivia and Peru. The Commission had before it the report to the Economic and Social Council of the Commission of Enquiry which visited Bolivia and Peru towards the end of 1949. The main conclusion of the report is that coca leaf chewing has harmful effects, and that since the habit is the consequence of a number of unfavourable social and economic factors, the solution of the problem involves two fundamental and parallel aspects: the need for improving the living conditions of the population amongst which chewing is a general habit, and the need for initiating, simultaneously, a governmental policy to limit the production of coca leaf, to control its distribution, and eradicate the practice of chewing it. The Commission of Enquiry made detailed recommendations in regard to these two aspects in its report. The Commission on Narcotic Drugs recorded its appreciation of this report and of the co-operation given to the Commission of Enquiry by the Governments of Bolivia and Peru.

8. At the invitation of the Commission on Narcotic Drugs, a representative of the Government of Bolivia attended at the discussion of the report, and statements

were made by the representatives of Bolivia and Peru which expressed dissatisfaction with the conclusions and recommendations of the Commission of Enquiry on the ground that this Commission had not itself undertaken an expert scientific investigation of the medical and physiological factors involved, and that the findings upon which these conclusions and recommendations are based are not accepted by certain medical and scientific authorities in these countries who have given the question special study. The Commission on Narcotic Drugs considered that it would be desirable that the Economic and Social Council, when studying the report, should have before it the observations of the Commission of Enquiry upon the opinions expressed by the representatives of Bolivia and Peru, and it therefore decided to request the Commission of Enquiry to forward these observations to the Secretary-General by 1 March 1951 so that the Secretary-General might transmit them to the Council. It further decided to recommend to the Council that the report and the observations of the Commission of Enquiry should be forwarded to the Governments of Bolivia and Peru with a request that they should communicate their respective observations thereon to the Secretary-General before 15 September 1951; and that the Commission on Narcotic Drugs should examine the question further, taking all available information into consideration, at its seventh session, with a view to submitting recommendations to the Council as soon as possible thereafter.

## I. Organizational and administrative matters

### 1. Representation at the session

9. The fifteen members of the Commission were represented as follows:

*Canada:* Col. C. H. L. Sharman, C.M.G., C.B.E., I.S.O.

*China:* Dr. C. L. Hsia, Mr. P. Y. Tsao (Adviser),  
Dr. H. C. Wu (Adviser)

*Egypt:* Dr. M. Labib, Brigadier A. A. Safwat (Alternate)

*France:* Mr. C. Bourgois, Mr. M. Vaille (Alternate)

*India:* Mr. A. N. Sattanathan

*Iran:* Dr. A. Amini, Mr. A. G. Ardalan (Alternate)

*Mexico:* Dr. O. Rabasa, Dr. A. Martínez Lavalle (Alternate)

*Netherlands:* Mr. A. Kruysee

*Peru:* Dr. C. Avalos, Dr. C. Monge (Alternate)

*Poland:* Dr. S. Boratynski (Alternate)

*Turkey:* Dr. C. Or, M.D., M.P.H., Mr. F. H. Diker (Alternate), Mr. S. Kayihan (Adviser)

*Union of Soviet Socialist Republics:* Professor V. V. Zakusov

*United Kingdom of Great Britain and Northern Ireland:* Mr. S. Hoare, C.B.

*United States of America:* Mr. H. J. Anslinger, Mr. A. Tennyson (Adviser), Mr. G. Morlock (Adviser), Mr. F. Bulkley (Adviser)

*Yugoslavia:* Mr. S. Krasovec, Mr. D. Nikolic (Alternate)

10. Certain other States were represented by observers when the Commission was discussing matters of particular interest to them, as indicated below:

State	Observer	Matter under discussion	Relevant section of the report
Belgium	Dr. Errera	Interim Agreement to limit the production of opium to medical and scientific needs	17
Bolivia	Dr. R. Pacheco I. Dr. E. Donoso T.	Report of the United Nations Commission of Enquiry on the Coca Leaf	16
Burma	U Kya Bu	Illicit traffic: situation in Thailand	11(e)
Switzerland	Mr. B. Schneider Dr. C. Van Muyden	Interim Agreement to limit the production of opium to medical and scientific needs	17
Thailand	Mr. K. Suphamongkhon Mr. L. P. Thanakit	Illicit traffic: situation in Thailand	11(e)

11. The World Health Organization was represented by Mr. G. E. Hill; the Permanent Central Opium Board and the Supervisory Body by Mr. H. L. May; and the International Criminal Police Commission by Mr. P. Marabuto and Mr. J. P. G. Goosseu.

12. Mr. H. B. Fonda, Chairman of the United Nations Commission of Enquiry on the Coca Leaf, was present when the report of the Commission of Enquiry was discussed.

13. Mr. L. Steinig, Director of the Division of Narcotic Drugs, represented the Secretary-General.

### 2. Opening and duration of the session

14. The session was opened by Mr. Krasovec, representative of Yugoslavia, who was elected Chairman of the Commission during its fourth session. In his address

Mr. Krasovec reviewed briefly the work done in the field of the international control of narcotics in the eighteen months which had elapsed since the Commission had last met, stressing particularly the great progress which had been made in that time towards achieving an effective limitation of the production of opium to medical and scientific needs.

15. The representative of the Union of Soviet Socialist Republics, supported by the representative of Poland, proposed the replacement of Dr. Hsia by a representative of the Democratic People's Republic of China. The proposal was defeated by nine votes to five with one abstention.

16. The session lasted from 1 December to 15 December 1950 and a total of twenty-two meetings were held.

### 3. Election of officers

17. Mr. Sattanathan (India) and Dr. Rabasa (Mexico) were proposed for the office of Chairman of the Commission and in a secret ballot Mr. Sattanathan received eight votes and Dr. Rabasa six votes, there being one abstention. Mr. Sattanathan was accordingly elected, and the Commission then proceeded unanimously to elect Dr. Rabasa as its Vice-Chairman and Mr. Hoare (United Kingdom) as its Rapporteur.

### 4. Adoption of the agenda

18. The Commission had before it the provisional agenda for the session (E/CN.7/205 and E/CN.7/205/Add.1) which had been prepared by the Secretary-General. In view of the many important matters to be considered and of the very limited time available for the completion of its work, the Commission decided to appoint a sub-committee to study the order in which the items should be taken and the amount of time to be allowed for the discussion of each of them.

19. The Agenda Sub-Committee, which was composed of the representatives of Canada, Iran and Mexico, under the chairmanship of the Chairman of the Commission, reported to the Commission that it had unanimously decided on an appropriate order of discussion of the agenda and on the time to be provisionally allocated to each item, and accordingly recommended the adoption of the following agenda:

1. Election of officers
2. Adoption of the agenda
3. Progress report of the Division of Narcotic Drugs
4. Laws and regulations relating to narcotic drugs
5. Annual reports for the years 1948 and 1949 made in pursuance of article 21 of the 1931 Convention, as amended by the 1946 Protocol
6. Drug addiction
7. Illicit traffic:
  - (a) Summaries of reports on illicit transactions and seizures
  - (b) Illicit traffic in 1949
  - (c) Situation in Germany
  - (d) Situation in Thailand
  - (e) Heroin diversion in Italy
  - (f) Offer for sale in China of 500 tons of opium
8. Abolition of opium smoking in the Far East
9. Methods of determining the origin of opium by chemical and physical means

10. Proposed interim agreement to limit the production of opium to medical and scientific needs
11. Single Convention
12. Report of the United Nations Commission of Enquiry on the Coca Leaf to the Economic and Social Council
13. Other business
14. Consideration of the draft report on its fifth session
15. Adjournment
20. The Commission unanimously decided to adopt the agenda proposed by its Agenda Sub-Committee.

### 5. Invitations to attend the Commission

21. The Commission conveyed invitations to the Governments of Burma and Thailand to send observers to the Commission when the illicit traffic situation in Thailand was under discussion (see section 11 (e) of the report); to Italy to send an observer when heroin diversion in that country was being considered (see section 11 (g)); to Bolivia to be represented by an observer during the examination of the report of the United Nations Commission of Enquiry on the Coca Leaf (section 16); to Belgium, Italy and Switzerland to be represented during the debate on the proposed Interim Agreement to limit the production of opium to medical and scientific needs (section 17); and to Indonesia to send an observer for the discussion on the abolition of opium smoking in the Far East (section 18).

22. The Commission also invited the Chairman of the United Nations Commission of Enquiry on the Coca Leaf to attend those of its meetings devoted to the study of the Commission of Enquiry's report to the Economic and Social Council.

### 6. Tribute to the late Sir Malcolm Delevingne

23. The Commission learned with deep regret of the death on 30 November 1950 of Sir Malcolm Delevingne, K.C.B., K.C.V.O., the former representative of the United Kingdom on the Advisory Committee of the League of Nations on Traffic in Opium and other Dangerous Drugs.

24. The representative of France recalled the important part Sir Malcolm had played in the development of the narcotics treaties concluded between the two world wars, and tributes to his work were also paid by the representatives of Canada and the United States of America and by the President of the Permanent Central Opium Board.

25. The representative of the United Kingdom expressed appreciation of the Commission's tributes to Sir Malcolm, which would be conveyed to his family and to the government departments in the United Kingdom with which he had been closely connected, and on the Chairman's proposal, the Commission stood in silence for one minute in his memory.

### 7. Progress report of the Division of Narcotic Drugs

26. The Commission reviewed the progress report of the Division on Narcotic Drugs on its work during the period 16 May 1949 to 30 September 1950 (E/CN.7/196/Corr.1 and Add.1).

27. A number of points raised are treated in appropriate places in the present report, and the Commission decided to take note of the progress report of the Division of Narcotic Drugs on its work during the period 16 May 1949 to 30 September 1950 and to express its appreciation of the work done.

### **8. Future priorities in the work of the Division of Narcotic Drugs**

28. The Commission decided that the following matters should be given the priority indicated:

#### *First*

Performance of functions directly related to the implementation of the international treaties on narcotic drugs;

#### *Second*

Proposed interim agreement to limit the production of opium to medical and scientific needs;

#### *Third*

Single convention on narcotic drugs;

#### *Fourth*

Work consequent upon the report of the United Nations Commission of Enquiry on the Coca Leaf to the Economic and Social Council;

#### *Fifth*

Methods for determining the origin of opium by chemical and physical means.

### **9. Sixth session of the Commission**

29. As indicated in paragraph 177 of the present report, the Commission decided to recommend to the Economic and Social Council that its sixth session should open on 3 April 1951 and to inform the Council that it foresaw that it would require a period of about two months for the completion of the work it proposed to do during that session.

## **II. Implementation of the International Treaties on Narcotics**

### **10. Annual reports for 1948 and 1949 made pursuant to article 21 of the 1931 Convention as amended by the 1946 Protocol**

30. The Commission examined the *Summary of Annual Reports of Governments for 1948* published by the Secretary-General (E/NR.1948/Summary), and the annual reports for 1949 which had already been distributed (document series E/NR.1949/...). The representative of Iran took the opportunity of making a number of corrections to his country's annual report for 1949. Since the report of France for 1949 had not yet been published, the representative of that country drew the Commission's attention to the detailed information on drug addiction given in that report in respect both of the number of addicts and of the drugs used by them. The representative of the United Kingdom expressed the hope that the annual report of the Government of the United Kingdom for 1949, which owing to certain technical difficulties had only recently been transmitted, would soon be distributed; and the representative of Peru stated that the Government of Peru would communicate its report as soon as this had been completed by the addition of the relevant statistical tables.

31. Supplementing the information on Indian legislation in the summary for 1948, the representative of India described the measures recently adopted by the Central Government of India to put the control of opium and narcotic drugs on a federal basis. He particularly stressed the programme adopted by a conference of all the Indian States aiming at eliminating the non-medical consumption of opium within the ten-year period beginning 1949.

32. The representative of Canada drew attention to the re-export of diacetylmorphine by Australia, and urged that such exports by a country which did not itself manufacture the drug seemed contrary to the provisions of the 1931 Convention.

33. At the request of the representative of the United States of America, the Commission requested the Secretary-General:

(1) To obtain from the competent authorities of Kuwait, from whom annual reports had never been received, more detailed information on the alleged offer for sale in that territory of seven and a half tons of morphine;

(2) To obtain from the Government of the Union of South Africa an account of the work of a commission set up in that country, according to its annual report for 1948, to inquire into the misuse of dagga; and

(3) To obtain from the Government of Argentina, if information on the subject were not included in the annual report of 1949, particulars of the cultivation of the opium poppy announced in that country's annual report for 1948.

34. At the request of the representative of Canada, the Commission also asked the Secretary-General:

(1) To draw the attention of the Government of Haiti to the need for amending that country's legislation on narcotic drugs, which dates from 1922, to apply the provisions of international treaties concluded under that year; and

(2) To draw the attention of the Government of Australia to the export by that country of diacetylmorphine in apparent breach of the provisions of the 1931 Convention.

35. In connexion with the chapter in the annual reports relating to the control of diacetylmorphine, the representative of Canada mentioned a case of export to his country by Finland, without the proper import certificate, of "headache powders" containing that drug. At the request of the Government of Canada, the Secretary-General had already obtained explanations from the Government of Finland, which had admitted an error by its officials. The Commission, nevertheless, decided to ask the Secretary-General to draw the attention of the Government of Finland specially to the provisions of Article 10 of the 1931 Convention regulating the international trade in diacetylmorphine.



## 11. Illicit traffic

36. The Commission studied the documents that had been submitted to it by the Secretariat and by the representative of the United States of America. Subsequently, it heard a statement by the representative of the International Criminal Police Commission in which he described the efforts made by his organization in preventing crime generally and the illicit traffic in narcotic drugs in particular.

### (a) SOURCES OF ILLICIT TRAFFIC

37. The Commission first of all examined the document submitted by the representative of the United States (E/CN.7/213) and decided to annex to its report the chapter of that document entitled "Analysis of the Traffic" (annex D). It was pointed out, however, that certain countries referred to in the beginning of that text as "principal sources" were merely countries of transit.

### (b) SITUATION IN TURKEY

38. The representative of Turkey, commenting upon document E/CN.7/208, referred to the legislative and administrative measures taken by the Government of Turkey to strengthen supervision over the production of opium and to prevent illicit traffic. The new measures are also concerned with the clandestine manufacture of diacetylmorphine, and in this connexion provide for strict supervision over the importation and use of acetic anhydride, which is employed in the manufacture of diacetylmorphine.

39. The representatives of Canada and the United States observed that diacetylmorphine was being smuggled into their countries from Turkey, and they asked for details of the clandestine laboratories discovered. The representative of Turkey pointed out that those laboratories could be very easily set up and dismantled, and hence could be discovered only with great difficulty. He added that only a small percentage of the total number of drug addicts in his country was addicted to diacetylmorphine, and pointed out that the measures for the supervision of the use of acetic anhydride were far-reaching.

40. The Commission concluded its debate by congratulating the Government of Turkey for having instituted such supervision as a means of preventing the illicit manufacture of heroin. It recognized, however, that such supervision would not be possible in countries where the chemical industry had reached an advanced stage of development.

### (c) HEROIN IN THE ILLICIT TRAFFIC

41. The Commission then considered the relationship between the medical use of diacetylmorphine and the presence of this drug on the illicit market in countries which authorized its use. The representative of France stated that the police of his country had never discovered clandestine laboratories manufacturing diacetylmorphine or, for that matter, any other narcotic drug. Though in no way constituting a source of drugs smuggled to other countries, France, like any other country, was sometimes used by international traffickers as a country of transit; this fact gave added prominence to the need for close co-operation between the police authorities of various countries. At the instance of the

representative of France, the Commission proceeded to discuss the percentage of heroin addicts to the total number of addicts in the countries in which the medical use of that drug was prohibited. According to statements made in the United States, where the use of heroin was prohibited, that figure was 50; while in Canada, where the use of the drug was allowed, the figure approximated to 75 per cent. In Mexico, which prohibited the drug, illicit consumption of heroin was slight, marihuana being the principal drug illicitly consumed. Peru, which had prohibited the use of heroin, was another country which had no illicit traffic in that drug to report. The representative of Peru explained that this result had been achieved by the application of administrative measures, special legislative measures to control illicit traffic in heroin not having been required.

### (d) SITUATION IN THE NEAR EAST AND INDIA

42. The Commission closed its general debate on illicit traffic by briefly reviewing the situation in the Near East and India. It was struck by the fact that the quantities of hashish and opium seized in Egypt were increasing. The representative of Egypt stressed the responsibility of Syria and Lebanon where 60,000,000 square metres were reported to be under Indian hemp cultivation with an annual production of some 300 tons of the drug in each country; a considerable proportion of that quantity was smuggled to Egypt. The League of Arab States had envisaged the setting up of a Narcotics Bureau to prevent the cultivation and smuggling of opium and hashish in the member States. The representative of Egypt stated in conclusion that he hoped that representatives of Syria and Lebanon would be invited to attend the next session of the Commission on Narcotic Drugs so that they could supply information on the subject.

43. The representative of Turkey mentioned certain data which suggested that large quantities of opium had been officially exported from Syria to France in 1948 and 1949. The quantities were far in excess of the total Turkish production and could clearly not have come from Turkey; that fact appeared to indicate that opium was also produced in Syria. The representative of France said he had no information on the transaction in question and wondered whether the opium had not merely passed through France in transit. On the proposal of the representative of the United States, the Commission requested the Secretary-General to obtain immediately from the Governments of Syria and Lebanon information relating to the situation in their respective countries in so far as the cultivation of Indian hemp and the production of hashish were concerned, and also, from the Government of Syria, information concerning the export of opium mentioned by the representative of Turkey.

44. With regard to India, the Chairman, speaking as the representative of his country, expanded the statement he had made during the consideration of the annual reports (see paragraph 31 of this report). He stressed more particularly the extension of central supervision to the former Princely States, which were less advanced in their measures for suppressing the non-medical consumption of opium. The Government of India had also decided, he stated, to reduce and eventually cease exports to neighbouring countries and to make the laws

and regulations relating to narcotic drugs more uniform, with particular reference to the former Princely States.

45. As from April 1950, Indian laws relating to the cultivation of opium had been extended to those States. Other measures taken included the appointment of a Narcotics Commissioner in India, working under the Central Government, and of additional staff for factory and customs supervision. As a result, the government had been able to effect large seizures in the former Princely States and at certain ports, including Bombay and Calcutta.

#### (e) SITUATION IN THAILAND

46. With the representatives of Burma and Thailand in attendance, the Commission discussed the question of the very large seizures of opium in Thailand, as related by the representative of the United States, who commented upon document E/CN.7/210/Add.1 and said there was reason to suspect that the opium came principally from Burma. He asked how it was possible for the Government of Thailand to maintain smoking opium dens as only smuggled opium was available. The Chairman of the Permanent Central Opium Board observed that the figures for prepared opium for 1949 submitted by Thailand needed some explanation; accordingly the Board had asked the government of that country for an explanation. No reply had been forthcoming.

47. The representative of Thailand said he was not in a position to furnish the Commission with figures, but he was sure that the Government of Thailand would supply them at some future date. The government, although determined to combat the illicit traffic and to suppress the opium smoking habit, was meeting with difficulties due to the existence of illicit traffic in neighbouring countries, particularly in Burma and Indochina. Illicit traffic was on the increase in the mountainous regions of northern Thailand, where the nature of the terrain made supervision difficult. He gave an account of the legislative and administrative measures taken or contemplated by the government to curb the illicit traffic. At the end of his statement, he repudiated the suggestions that the Government of Thailand was deriving certain advantages from the illicit traffic. The amounts paid by the police for opium that was surrendered were lower than the illicit price and traffickers were not therefore greatly interested in offering their goods to the authorities. The Commission took note of the statement of the representative of Thailand on the situation of the illicit traffic in that country and thanked him for it.

#### (f) SITUATION IN GERMANY

48. Supplementing the information on the control of narcotic drugs in Germany furnished by the Government of the United Kingdom, the representative of the United Kingdom stated that, as a result of conversations between representatives of the Federal Government and the Allied Narcotics Officers, measures were being prepared for setting up a narcotics control department in the Ministry of the Interior. For that purpose, an interim law would be put into effect which the Federal Government intended to supplement by permanent legislation at a later date.

49. The Allied authorities were still concerned about the extent of the illicit traffic which was still fed by former military stocks. Co-operation between the police of the British Zone and that of the neighbouring territories was satisfactory.

50. According to a statement by the representative of France, similar measures had been taken in the French Zone.

51. Additional information was furnished by the representative of the International Criminal Police Commission, which had submitted, to the Commission, a communication (E/CN.7/217) giving particulars of the co-operation between the Central Office of the I.C.P.C. and representatives from the three Zones and from the countries adjacent to Western Germany. During a meeting at Paris in 1949, those representatives had agreed to set up regional central offices in each Zone which were to maintain liaison with the Central Office. Up to November 1950, the International Bureau had received, from twenty-one countries including the three Zones of Germany, statistics concerning the operations of those central offices during 1949 and the first six months of 1950. The statistics received by the International Bureau were a useful complement to the figures furnished by the governments.

#### (g) HEROIN DIVERSION IN ITALY

52. The Commission heard a statement by the representative of the United States drawing attention to the Italian origin of heroin seized in that country. As a consequence the Governments of Italy and of the United States had undertaken a joint inquiry which had revealed cases of the diversion, in Italy, of large quantities of the drug from licit sources into the illicit traffic.

53. The Commission also discussed the high consumption of heroin in Italy, as reflected in the Italian estimates, and the removal of restrictions, and hence the discontinuance of the control of narcotics, in the trade between Italy and Trieste. The information given on that subject by the representative of the United States was corroborated by the President of the Permanent Central Opium Board who stated that if the Board did not receive pertinent explanations from the Government of Italy, it would be obliged to take more severe action under the international Conventions. The representative of Canada said that heroin of Italian origin had also been smuggled into his country.

54. At the beginning of its session, the Commission had invited the Government of Italy to send an observer to represent it during the discussions of the question of the diversion of heroin in Italy. In the absence of such an observer the Commission decided to request the Secretary-General to inform the Government of Italy of the substance of the discussion on heroin diversion in that country and to ask for its comments.

After the Commission had taken this decision, the Italian Observer to the United Nations sent, to the representative of the Secretary-General, information from the Government of Italy for transmission to the Commission. From this communication, which had reached the Observer after the Commission had concluded its consideration of the matter, the Commission learned that the competent Italian authorities were making great efforts to detect and stamp out this trade,

and that in October 1950 they had, with the co-operation of United States officials, discovered that 10 kilogrammes of heroin had been illegally sold by a firm in Trieste to a person residing at Modena. Investigation of that case was proceeding and the Italian police had so far been able to seize 5 kilogrammes of the drug.

The Commission further learned that, as the Italian health authorities had informed the Permanent Central Opium Board, the high consumption of heroin in Italy is occasioned by its extensive use in hospitals and sanatoria for the treatment of tubercular diseases and of cancer. However, while the consumption had been 195 kilogrammes in 1948 and 190 in 1949, it was not expected that more than 150 kilogrammes of heroin would be consumed in 1950, since other drugs were now being used in its place. Since 1948, action had been taken to restrict the use of heroin and, in addition, measures were being examined to limit the Italian consumption to 50 kilogrammes a year, the maximum amount recommended by the Permanent Central Opium Board.

(h) ILLICIT TRAFFICKING BY THE CREWS OF MERCHANT SHIPS

55. The United States representative, having ascertained that the illicit traffic was mainly supplied by seamen operating individually, submitted the following draft resolution with the object of preventing this type of smuggling:

*Illicit trafficking by the crews of merchant ships*

*The Economic and Social Council,*

*Having been informed by the Commission on Narcotic Drugs that there has been an increase in the illicit traffic in narcotics on ships during the past five years and that this increase is principally owing to smuggling by merchant vessel personnel,*

*Desiring to take all measures possible to combat such illegal activities,*

*Requests the Secretary-General to compile a list of merchant vessel personnel who have been convicted, during the years 1946 to 1950 inclusive, of crimes involving the smuggling of narcotics;*

*Instructs the Secretary-General to transmit the list to the governments of all States with the recommendation*

(a) That they take appropriate measures (i) to revoke officers' licences and seamen's certificates currently held by such persons and (ii) to withhold the issue to such persons of officers' licences and seamen's certificates;

(b) That they request the maritime unions in their territories to take steps to bar such officers and seamen permanently from the unions; and

(c) That they urge all steamship companies in their territories engaged in international commerce not to employ officers and seamen whose names are on the list.

56. The representatives of Canada, China, France, Mexico, the Netherlands and the United Kingdom, while expressing agreement with the general intention of the resolution, made certain practical comments, pointing out that the penalties applicable to seamen were

prescribed in national legislation, which in many instances gave discretion to the appropriate authorities to decide whether or not loss of licence should follow conviction. It would therefore be preferable to address recommendations to governments drawing their attention to the need for the severe punishment of any participation in illicit traffic by seamen of their countries. After thoroughly considering the question, the Commission decided to include the United States draft resolution on illicit trafficking by the crews of merchant ships in its report, and to request the Secretary-General to ask governments for their comments on the possibilities of giving effect to the resolution and to communicate these comments to the Commission as soon as possible.

(i) CO-OPERATION WITH THE INTERNATIONAL CRIMINAL POLICE COMMISSION

57. Following the statement by the representative of the International Criminal Police Commission (see paragraph 36) the representative of the United States, supported by the representative of France, suggested that if the ICPC would be represented regularly in the future at sessions of the Commission, it should send to the Secretary-General, at least two months before the opening of the Commission's annual session, a survey of illicit traffic, as it appeared in the light of the ICPC's experience. The representative of the ICPC expressed his readiness to concur in that suggestion.

58. On the proposal of the Chairman the Commission unanimously took the following decision:

"The Commission decided to record its appreciation of the offer of co-operation extended by the International Criminal Police Commission which, considering the relations already established between that Organization and the Economic and Social Council, it will be happy to accept as likely to contribute to the achievement of its aim of the Commission on Narcotic Drugs to suppress the illicit traffic in dangerous drugs."

(j) MISCELLANEOUS

59. The Commission completed its study of illicit traffic in 1949 by considering chapter V of the annual reports for that year. It gave attention to the continued existence of opium dens in Indonesia even after the production and importation of opium had been prohibited; and in this connexion learned that the Government of the United States of Indonesia, which had been invited to send an observer to attend the Commission during discussion of this matter, had been unable to do so in time.

60. The Commission next considered document E/CN.7/212, containing a summary prepared by the Secretariat of information on illicit traffic, particularly statistical information (see annex C), communicated by governments with respect to the year 1949. In this connexion the representative of the United States pointed out that, whereas in 1949 the seizures of cocaine of Peruvian origin were still considerable in his country, since then the situation had radically changed, thanks to the vigorous action of the Government of Peru. The representative of Peru gave particulars of the measures taken in his country to suppress the illicit traffic and spoke of the profitable co-operation with the Government of the United States. The Government of Peru

was anxious to obtain the co-operation of the ICPC in its campaign against illicit traffic and the representative of the ICPC expressed the hope that Peru would become a member of that organization.

61. The Commission finally considered a list, contained in document E/CN.7/212, enumerating the routes used by illicit traffickers, and considered this innovation in the Secretariat's document useful. It was, however, pointed out that in any list of routes, the country of origin of the seized drugs should be mentioned lest the illicit traffic be blamed on countries which were crossed by a route, but which were not the countries of origin of the drugs.

### 12. Laws and regulations relating to narcotic drugs

62. Having examined the *Annual Summary of Laws and Regulations relating to the Control of Narcotic Drugs for 1948* (E/NL.1948/Summary), the Commission expressed its appreciation of the work and noted

## III. The Single Convention on Narcotic Drugs

### 13. Background of the draft

64. The Commission at its fourth session requested the Secretariat to draft a single convention, to replace the existing international instruments for the control of narcotics, and expressed its general approval of the preliminary work already done by the Secretariat towards the elaboration of such an instrument, and of the principles to be followed in the further elaboration as outlined in documents E/CN.7/AC.3/1 and E/CN.7/AC.3/2.

65. By resolution 246 (IX) the Economic and Social Council approved the Commission's decision, and, in March 1950, the draft of the single convention (E/CN.7/AC.3/3 and Corr.1) was submitted to the members of the Commission, and was followed in April 1950 by a commentary on the draft instrument (E/CN.7/AC.3/4).

66. The Economic and Social Council, by its resolution 315 (XI), subsequently authorized the Commission, if it should so desire, to request the Secretary-General to transmit the draft instrument to governments for their comments after the Commission had examined the instrument at its fifth session, and made such amendments thereto as it saw fit.

### 14. Decision on the further elaboration of the Single Convention

67. The Commission discussed what should be the next stage in the elaboration of the Single Convention, particularly with reference to its plans for 1951. It was mindful of the fact that it had decided to devote the major part of its sixth session to work on the proposed interim agreement to limit the production of opium to medical and scientific needs (paragraph 177 of the present report), and that the Secretariat would hardly be able, before that session, to bring such changes to the text of the new instrument as the Commission would like to consider in draft form before taking advantage of the Economic and Social Council's authorization to transmit the Single Convention to governments.

that the Summary for 1949 would probably be issued during the first months of 1951. With regard to the analytical survey also to be made by the Secretary-General under a decision of the Economic and Social Council, a start had been made with its preparation, but because of the complexity of the work it would not be completed for some years.

63. A number of observations were made, particularly by the representatives of France, the Netherlands and the United Kingdom, with regard to certain suggested improvements in the text of the Summary; the Secretary-General would take account of those observations in future when this document was produced. The representative of Yugoslavia took occasion to explain the modifications recently introduced into his country's legislation on narcotic drugs; and the representative of the United States stressed the importance of continuing to include in the Summary information on legislation controlling barbiturates and benzedrine, to which international control might some day be extended.

68. It accordingly decided to inform the Economic and Social Council that it proposed the following plan of work on the Single Convention for the immediate future:

(1) The Commission would not for the time being avail itself of the authorization of the Council to transmit the draft of the Single Convention as given in document E/CN.7/AC.3/3 and Corrigendum 1 to governments for their comments;

(2) The members of the Commission had undertaken to request the governments which they respectively represented to transmit their observations on the present draft in writing to the Secretary-General, if possible by 3 April 1951, the date the Commission was proposing to the Council for the opening of its sixth session, and in any case not later than 1 May 1951;

(3) The Commission had requested the Secretary-General to ask the Permanent Central Opium Board and the Supervisory Body to transmit similar observations to the Secretary-General as soon as possible;

(4) The Commission planned to devote a very limited number of meetings during its sixth session to a discussion of the draft instrument in the light of such observations, provided that the length of its agenda for that session allowed time for such discussion and that its observations or a sufficient number of them had been received by the Secretary-General in time for him to communicate them to all members of the Commission well in advance of such discussion;

(5) The Secretary-General would be requested to prepare subsequently such alternative drafts of provisions of the present text of the Single Convention as might be necessary in the light of observations received from governments and of such discussions on the matter as the Commission might have during its sixth session; and

(6) The Commission would propose to make a detailed study of the Single Convention during its seventh session in 1952.

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69. In the light of the proposals contained in the foregoing decision, the Commission decided to recommend to the Economic and Social Council the adoption of the following resolution:

*Single Convention on Narcotic Drugs*

*The Economic and Social Council*

1. Approves the plans prepared by its Commission on Narcotic Drugs for the further elaboration during 1951 and the early part of 1952 of the Single Convention on Narcotic Drugs; and

2. Reaffirms the authorization given by its resolution 315 (XI) to the Commission on Narcotic Drugs to request the Secretary-General, if it should so desire, to transmit the draft instrument to Governments for their comments after making such amendments thereto as it shall have seen fit.

**15. Observations made by the Commission on the draft instrument**

(a) ON GENERAL PRINCIPLES

70. There was general agreement in the Commission that the control of narcotic drugs should in principle be carried out by national organs, although under supervision of international organs, and that in general indirect international administration was preferable to direct international administration. The Commission was also in accord that direct international administration should not be excluded whenever the disadvantages of such a system were outweighed by real advantages to the effectiveness of international control of narcotic drugs. However, some members expressed fears that the draft deviated in some respects unnecessarily from the principle of indirect international administration and that this might result in a considerable weakening of existing domestic control. The representative of France, in this connexion, proposed an alternative draft of the main provisions of the convention which was subsequently circulated to members of the Commission.

71. One member expressed the opinion that a rigid limitation of the use of drugs under control to exclusively medical and scientific needs does not sufficiently take into consideration long established customs and traditions which persist, in particular, in territories of the Middle and Far East and which it was impossible to abolish by a simple decree of prohibition. It would therefore be necessary to provide for more elastic provisions which would permit the adoption of special measures, in accordance with the varying circumstances of the territories in question, for the abolition of the non-medical use of drugs in this part of the world.

72. Some members of the Commission also held the opinion that the draft places too much emphasis on the control of the legitimate trade in narcotic drugs while it does not deal very satisfactorily with the illicit traffic. In particular the lack of a provision establishing international inspection was referred to in this connexion. It was also suggested that close liaison between national bodies concerned with the repression of the illicit traffic as well as effective co-ordination on the international level should be aimed at.

73. The principle of the "division of powers" into "judicial" (semi-judicial), "legislative" and "executive"

powers, incorporated in the draft, met with the general approval of the Commission. The opinion was, however, expressed that the draft is not always consistent in this respect, e.g., by assigning "legislative" functions to the "judicial" body. It was also stated by one member that the independence of the judicial body is not consistently respected. Other members of the Commission expressed the view that additional functions which might be considered to be "legislative" in nature should be entrusted to the "judicial" body whenever such a deviation would add to the efficiency of international control.

74. Fears were expressed by some members of the Commission that the draft shows a tendency to grant excessive discretionary powers to international organs and that a heavy and complicated international control machinery would be established which would prove to be too expensive. It was mentioned, in this connexion, that it might be preferable to define more precisely the powers of the international control organs in the convention itself. On the other hand it was also proposed to give to the semi-judicial organ additional powers in very general terms by adding a clause to the draft convention to prevent loopholes in the enforcement of the control provisions.

75. Some members of the Commission were also of the opinion that the draft did not always achieve its aim of simplification. Some provisions were considered to be too complex, others superfluous. It was also suggested that the adoption of some measures might have been motivated by theoretical considerations rather than by practical reasons and would even impede medical research and be prejudicial to the interests of the sick.

76. Doubts were expressed as to the legal feasibility of applying provisions of the convention to non-Parties. It was, on the other hand, pointed out that the application of provisions of treaties concerned with the international control of narcotic drugs had since 1925 been an uncontested principle of such control.

77. Attention was also called to the fact that the control of synthetic drugs shows several aspects which are different from those involved in the control of other narcotics and that it might be desirable to provide for a specific régime applying to synthetic drugs. In this connexion, the provisions of section 3, sub-paragraphs 1 (a) and (c) were referred to, which would permit the modification of the control measures applying to synthetic drugs in accordance with such particular circumstances of the manufacture of, trade in and use of such drugs as might reasonably be taken into consideration.

78. Apprehensions were also shown that the draft paid too little attention to the problems of composite States of varying constitutional structures. It was suggested that trade between various political entities of composite States should be considered to be "domestic trade" rather than "international trade". It was on the other hand stated that the draft had, in view of the existing differences of opinion, omitted a definition of the term "territory". An appropriate definition of this term would assure a satisfactory consideration of the views of composite States. Reference was made in this respect to the explanations given on this question in the commentary on the Draft Single Convention (E/CN.7/AC.3/4/Rev.1, paragraphs C.41-C.49).

79. There was general agreement in the Commission that the procedure applied in the conclusion of the

Single Convention should include the convocation of a general international conference.

(b) ON SPECIFIC PROVISIONS

(All references, except where otherwise indicated, are to the draft of the Single Convention (E/CN.7/AC.3/3 and Corr.1).)

(i) *International control organs* (chapter IV)

(aa) THE COMMISSION (THE INTERNATIONAL DRUG COMMISSION)

*Composition and appointment*

80. It was suggested that it would be desirable to include in the text of the convention itself specific provisions relating to the method of appointment of the members of the Commission, to the composition of the Commission, and to the relations between the Commission and the Economic and Social Council. The proponents of this view considered that the existing draft, in which the continuation of the Commission as a functional commission of the Economic and Social Council was contemplated, left these matters, which were important in view of the new functions which were being assigned to the Commission, in uncertainty and dependent upon future decisions of the Council.

81. It was, on the other hand, pointed out that if the Commission were to derive its existence from the provisions of the convention itself, its present status would be completely changed; it then would be a new international organ, analogous to a specialized agency, and complicated constitutional and financial provisions would then become necessary.

*Delegation of the powers of the Commission* (section 10)

82. The following differing views were expressed on the proposed right of the Commission to delegate to a committee of its members, under such conditions as it shall determine, such functions as it may see fit:

(1) The right to delegate powers should be eliminated because it is undemocratic and might be abused or because such delegation could better be provided for under the Commission's rules of procedure. It was also possible that this right might make many governments apprehensive as to its implications and prevent the general acceptance of the Convention.

(2) The cases in which the Commission may delegate its powers should be closely defined in order to prevent misuse.

(3) The provision should be retained in the form proposed in the draft because decisions of a committee exercising delegated powers under "rules of procedure" might not obtain legal validity under the terms of the convention unless that instrument itself provided for the possibility of rules of procedure regulating the right of delegation. Furthermore, all contingencies in which the delegation of powers might be desirable could not be foreseen. Finally, the decision of the Commission to delegate any of its powers to a committee would be subject to the right of the Economic and Social Council to set aside or modify such a decision (section 12).

*Voting of the Commission by mail or other appropriate means of communication* (section 11)

83. A member of the Commission observed that this method of voting would be useful for decisions on routine matters, but would be unsatisfactory in the handling of important, although urgent, matters as proposed.

*Right of the Economic and Social Council to set aside or modify decisions of the Commission* (section 12)

84. It was mentioned that such a right entails some danger that the Commission's decisions might be unduly influenced by political considerations and that action by the Commission, when speed was necessary, might be delayed. Reference was however, made to the provision in its section that the Council could waive this right for designated classes of decisions of the Commission, and it was suggested that the Council would do so in regard to classes of decisions for which speed was essential.

*Powers of the Commission* (sections 13 and 3)

85. Several members considered that the powers granted to the Commission were unnecessarily wide and might be abused.

86. It was generally agreed that the Commission should have the power to place additional drugs under control. One member, however, pointed out that it would go too far if such a power were to apply to all substances which "may be liable to similar abuse and productive of similar ill-effects as the substances to be enumerated in schedules A and C". The Commission was generally in agreement with the proposal that each government should have the right to reject decisions of the Commission to place additional drugs under control or to prohibit the manufacture of, and trade in drugs for other than experimental purposes. It was also, in principle, recognized that a Party to the convention which rejected a decision of the Commission to place a drug under control, should nevertheless be bound to observe the provisions of the convention in respect of the export of such a drug to a Party which had not rejected the decision in question (paragraph 234). One member proposed, however, that the Commission should, pending the entry into force of its final decision, have the right to place a drug provisionally under control without governments having the right to reject such a provisional decision.

87. The opinion was expressed that the right of the Commission to prohibit the manufacture of, and trade in, drugs for other than scientific purposes would be inconsistent with the principles of therapeutical freedom, cherished in some countries.

88. It was thought that the right of the Commission (section 3, sub-paragraphs 1 (a) and (c)) to "adapt" control measures in the light of the particular circumstances affecting a particular drug and to add control measures within the framework of the convention to the régime applying to individual drugs, and, in the light of experience, to adapt the control measures which applied to the drug in question, might be excessive and give rise to difficult constitutional problems in many countries.

89. In this respect it was pointed out that the draft eliminates the difference between drugs of Group I, which, by the terms of the 1931 Convention, narcotic

drugs are subject to a more rigid régime, and drugs of Group II which are subject to a more lenient régime particularly in so far as retail trade in them is concerned. The provisions of the Single Convention relating to the "adaptation" and addition of, and exemption from control measures (section 3, sub-paragraph 1 (f)) are intended to allow a degree of control intermediate between these régimes whenever such a modified control could be useful. In this way, the rigid difference between Group I and Group II would be replaced by a more elastic system. As regards constitutional difficulties, it was pointed out that a country having constitutional difficulties in carrying out a decision of the Commission relating to changes in the scope of control, would have an opportunity of rejecting such a decision. After the necessary parliamentary action had subsequently been taken, the country concerned would be able to withdraw the rejection (section 3, sub-paragraph 3).

90. It was also proposed that decisions of the Commission which involve onerous changes in the scope of control should be adopted unanimously.

91. Several members of the Commission considered that the right of the Commission to determine arbitrarily the scope of the statistics which Parties to the convention would be required to furnish, was excessive. They proposed instead that the convention should enumerate in detail the statistical information which Parties would be required to supply should be enumerated in detail in the convention. It was also proposed, in this connexion, that the simplified amendment procedure of section 48, sub-paragraph 4 (c), might be used to amend the statistics items to be enumerated in the convention in accordance with changing conditions.

92. It was, on the other hand, stated that the right of the Commission to decide on the scope of the statistics would be subject to the right of the Economic and Social Council to rescind or modify decisions of the Commission (section 12) and could therefore not be arbitrarily used.

93. A proposal was made that the right to establish the scope of statistics should be given to the semi-judicial organ, i.e., to the International Drug Board, rather than to the Commission. Views were, however, expressed that it would be inconsistent to give a "legislative" function to the "judicial" body, that a decision of the Board could not be changed by the Economic and Social Council, and that, under the existing conventions, the Permanent Central Board has no right to determine the scope of the statistics which governments must furnish, although it draws up the forms which they used for their statistical returns. It was mentioned that, in the Single Convention, it would be possible to give to the "legislative" body, i.e., to the Commission, the right to determine the scope of the statistics, and to the Board the right to draw up statistical forms for use by governments in supplying statistics as determined by the decision of the Commission.

94. Several members of the Commission doubted the value of supplying all or some of the information requested under section 13, sub-paragraph (b) (i) (ee-gg); names and addresses of authorized importers and exporters and of manufacturers of narcotic drugs and lists of drugs each authorized importer or exporter

is authorized to handle. In particular it was pointed out that such lists would include numerous small importers, as well as authorizations for limited periods.

95. It was suggested that the right of the Commission to arrange visits of its members or of members of the secretariat to the territories of any State (paragraph 87) overlaps with the right of the Board to arrange local inquiries (section 26, sub-paragraph 1 (b), paragraph 137). It was, in particular, doubted whether the Commission should have the right to send members of the Secretariat on such visits. The reply was made that no overlapping exists; under the present control system the Commission, as well as the Board, has repeatedly organized such visits, including missions by members of their respective secretariats. While visits arranged by the Commission would serve for the establishment of facts for "legislative" purposes, local inquiries arranged by the Board would be (semi-) judicial in nature. One member suggested a more far-reaching provision: the establishment of international inspection.

(bb) THE BOARD (THE INTERNATIONAL DRUG BOARD)

*Organizational provisions (sections 14-21)*

96. The Commission was in general agreement with the provisions of the draft relating to the organization of the Board, although in respect of details some ideas were expressed which differed from those incorporated in the draft.

97. It was suggested that the members of the Board should be elected by the Economic and Social Council exclusively from a list of persons (including persons with special medical qualifications) to be nominated by governments, and that the requirement that the Council select two members from a list of at least six persons nominated by the World Health Organization should be eliminated. It was, however, pointed out that, in drafting this provision, the Secretariat had been guided by a request made by the Commission at its fourth session, and subsequently approved by the Economic and Social Council, that the interest of the World Health Organization in appointing a technical member or members to the new Board should be taken into account.

98. Doubts were also expressed whether members of the Board who, without justification, failed to attend several (two or more) meetings of the Board could be dismissed under the terms of the present draft (paragraphs 98 and 101). Several members of the Commission considered it desirable that in such cases membership should lapse. It was also suggested that specific provisions were required on resignation and the filling of vacancies.

*Remuneration of the members of the Board*

99. A discussion took place as to whether members of the Board should receive salaries or only indemnities. It was pointed out that the social changes which have taken place since 1925 make it increasingly improbable that suitable persons could be found who had sufficient private means and would be willing to serve as members of the Board.

100. Some members of the Commission proposed that a difference should be made between members of the Board whose full time might be engaged in activities on behalf of the Board and other members who might

spend comparatively little time on such activities, and that adequate salaries should be paid to the former while the latter should obtain indemnities for their expenses when attending the meetings of the Board. The Commission agreed that the opinion of the Permanent Central Opium Board should be considered before a decision on that matter was taken.

*The Board: delegation of authority and voting of the Board by mail and other appropriate means of communication* (sections 19 and 20)

101. Similar opinions were expressed on these points to those expressed during the discussion of the rights of the Commission in these matters. In particular, several members of the Commission considered that the powers of the Board, being judicial powers, should never be delegated to members of the secretariat, while other members thought that delegation of routine powers would not be objectionable.

*Powers of the Board* (sections 22-26)

102. A proposal was made to supplement the powers of the Board, as enumerated in section 22, by the addition of a general clause authorizing the Board to carry out all other functions as might be necessary or useful for the application of the convention. Several members of the Commission considered, on the other hand, that the powers given to the Board in the draft were too wide and should be more narrowly defined.

*The estimate system* (section 23)

103. The Commission discussed the provision (paragraph 114) by which the Board would be authorized to determine the scope of the estimates which Parties to the convention would have to supply. One member of the Commission proposed that this power, if granted to an international control organ, should be given to the "legislative" organ (the Commission) rather than to the "judicial" organ (the Board), and that the Commission should be required to carry out this function in consultation with the Board.

104. Several members of the Commission, however, thought that the items to be included in the estimates should be enumerated in the convention after the pattern of the 1931 Convention. It was also suggested that a difference should be made in the text of the convention between estimates relating to manufactured drugs and estimates relating to raw materials such as opium.

105. It was also noted that the Board would have, under the draft, the power to amend estimates without the consent of the government concerned, although only after consultation of that government, while at present the Supervisory Body may amend estimates only with that consent. It was also suggested that it would not be necessary for every estimate to be accompanied by a statement explaining how the estimate had been drawn up. It would be sufficient if such explanations accompanied the first estimates of a country.

*The International Clearing House* (section 24)

106. Several members of the Commission expressed their doubts as to the usefulness of an international clearing house, based mainly on the following considerations:

(1) The establishment of an International Clearing House would represent a deviation from the principle of indirect international administration;

(2) It would delay and complicate international transactions in narcotic drugs and would cause many countries to maintain excessive stocks;

(3) It would not be necessary, since a revision of the present embargo system would eliminate all the weaknesses which the international clearing house system is intended to remove;

(4) The international clearing house system would make it extremely difficult, if not impossible, to protect the trade secrets of exporters and importers of drugs; and

(5) It would place rigid controls on the legitimate trade rather than on the illicit traffic; and

(6) Such irregularities as occur under the existing system of import and export authorizations do not lead to illicit traffic.

107. Other members of the Commission professed their willingness to consider the advantages of an international clearing house. They thought that their decision might depend on the answers to the following questions, amongst others:

(1) What are the particular weaknesses of international control which the establishment of an international clearing house is intended to remove, and whether it is the best method of eliminating them;

(2) Whether delay caused by the international clearing of all exports and imports of narcotic drugs can be reduced to a minimum by the location of the international clearing house in a European city, e.g., in Geneva; and

(3) To what extent small shipments of narcotic drugs would be exempted from the requirement of previous clearance by the international clearing house (paragraph 130).

108. The opinion was also expressed that the furnishing of a copy of every application for an authorization to export or import drugs, as well as of copies of the record taken by the customs authorities of the exit or entry of drugs (paragraphs 124, 126 and 248), could be dispensed with. It was, on the other hand, suggested that the transmission to an international organ of a copy of each import and export authorization might prove to be a useful control measure.

*Sanctions against countries violating provisions of the Single Convention* (section 26)

109. Some members suggested that the sanctions proposed in section 26 of the draft were adequate, while others thought that they should not go further than the powers of sanction granted to the Permanent Central Opium Board under the existing instruments or at least not as far as in the present draft convention. The idea was also expressed that more far-reaching sanctions should be recommended.

110. Several members of the Commission thought that the Board would, under the terms of the draft, be authorized to impose sanctions on States without being required to observe procedural forms obligatory in the judicial procedures of all civilized countries and, in particular, without being required to grant a hearing



to the accused State before imposing of sanctions. Some members thought that the procedural guarantees required would be provided if it were made clear in the convention that the sequence of measures provided for in section 26 was obligatory.

111. It was, on the other hand, pointed out that speed is often indispensable if embargoes (section 26) are to be effective. Article 14 of the 1931 Convention provides the possibility of imposing embargoes on States without requiring that a hearing should be granted to such States before the imposition of embargoes. It was also stated that it is indispensable for its effective working for the Board to make certain requests to a State without granting a prior hearing.

112. The Commission also discussed the possibility of providing for appeal against the imposition of sanctions. Some members thought that an appeal should lie only against the adoption by the Board of the more serious measures provided for in section 26.

113. Doubts were expressed whether the right of the Board to direct the secretariat to cease the distribution of forms for import and for export authorization, the use of which is obligatory, to a State violating the provisions of the convention, would have any value. It was, in this connexion, pointed out that the Board could decide at the same time to change the forms and thereby prevent the offending State from legally importing and/or exporting narcotic drugs.

(cc) THE SECRETARIAT (sections 27 and 28)

114. The Commission reversed its attitude, adopted at its fourth session, in favour of a single secretariat, the majority of the members holding that the secretariat serving the Board should be separate from the secretariat serving the Commission. In this connexion reference was made to the following statement contained in the report of the Commission on its fourth session (E/1361: E/CN.7/186, Section 12).

“It was proposed that a single secretariat should serve the two new control bodies. This would be a sound arrangement administratively and would simplify the tasks of governments in the matter of communication with the control bodies.”

115. The following are some of the views expressed in the discussion on the proposal for a single secretariat:

(1) A single secretariat would have to serve two masters independent of each other: the Commission and the Board. This might lead to administrative inefficiency;

(2) The independence of the Board as a judicial body would be endangered if it were to be served by the same secretariat as the Commission, a political (“legislative”) body; and

(3) No real economy would be achieved by the establishment of a single secretariat. If the proposed international clearing house were to be established in Europe, a part of the staff of the single secretariat would be stationed in Europe while another part would be located in the United States of America.

116. It was, on other hand, pointed out that the Limitation Conference of 1931 abandoned the idea adopted at the second Geneva Opium Conference of 1925 that in order to insure its technical independence

a control organ must have a separate secretariat. The 1931 Convention, as amended, required the Secretary-General of the United Nations to provide the secretariat for the Supervisory Body, and this secretariat is legally an integral part of the Secretariat of the United Nations.

117. The powers granted under the convention to the secretariat were held by some members of the Commission to be excessive. This applied particularly to the right of the secretariat to ask governments to furnish explanations of or additional information on communications whenever this should be necessary for the performance of or for the avoidance of undue delay in the performance of the functions of the Commission or of the Board (paragraph 154). It was, however, mentioned that a similar right to request information had been given to the Secretariat of the United Nations, by a resolution adopted by the Economic and Social Council on a recommendation made by the Commission at its fourth session.

118. A member of the Commission considered that the draft should not treat the functions of the secretariat in detail but should limit itself to the statement that the secretariat (the secretariats) is (are) the executive organ(s) of the Commission and the Board.

(ii) National control organs (chapter V)

119. The Commission was generally in agreement regarding the inclusion in the draft of provisions relating to the organization of national control organs as outlined in section 29.

(iii) Production of raw materials, manufacture and trade in drugs (chapter VI)

(aa) PRODUCTION OF OPIUM (section 30)

120. The Commission discussed the provisions of the draft relating to the limitation of the production of opium to medical and scientific needs. Several members of the Commission suggested that the duty of a State to prohibit the cultivation of the opium poppy, if such step should prove to be the most suitable measure for preventing the diversion of opium into the illicit traffic, should not depend on the condition that such step could be reasonably expected as a contribution towards the international welfare (paragraph 188). Other members, while they agreed with the provisions as drafted, had stated that the proposed amendment would not be acceptable to them.

(bb) POPPY CHAFF (POPPY STRAW) (section 31)

121. Some members of the Commission expressed the view that the proposed control measures went too far and that, in particular, poppy chaff (straw) should not be controlled except when actually being used for the manufacture of alkaloids. Other members of the Commission thought that the proposed measures were not sufficiently rigid to prevent the use of poppy chaff (straw) by illicit manufacturers of narcotic drugs.

(cc) CULTIVATION OF THE COCA BUSH (section 32)

122. The Commission decided to consider the limitation of the cultivation of the coca bush to legitimate needs in connexion with its discussion of the report of the United Nations Commission of Enquiry into the habit of chewing coca leaves in Bolivia and Peru.

(dd) PROBLEM OF INDIAN HEMP DRUGS (section 33)

123. Many members of the Commission thought that Indian hemp drugs have no medical value and, consequently, expressed themselves in favour of the first alternative draft of section 33 which provides for the prohibition of the production of Indian hemp. Other members did not share this view and gave preference to the second alternative version which stipulates rigid control of the production of Indian hemp and of the resin of the Indian hemp plant.

124. It was also pointed out that control of the cultivation of the Indian hemp plant, when undertaken for the purpose of producing Indian hemp and of the resin of the Indian hemp plant, gives rise to complicated problems for which no solution has yet been found. Great difficulties arise from the fact that the plant grows wild in many parts of the world, particularly in French Africa and the Union of South Africa; it is also widely cultivated for its fiber and seeds. It would be necessary to undertake more studies in order to determine whether the control measures proposed in the second version of section 33 or any other measures would, in practice, prove effective.

(ee) CONTROL OF MANUFACTURE (section 34)

125. During a discussion on the measures proposed in the draft for the control of the manufacture of drugs, it was stated that the suggested provisions present a codification of the existing law with such alternative possibilities as are made necessary by the social and economic changes which have taken place in many countries in the last few years.

126. Several members of the Commission expressed doubts whether the period suggested for the validity of licences to manufacture drugs (quarterly or less) was not too short; in some countries an annual licence is granted. It was, however, confirmed that the requirement of short-term periodical permits, in addition to annual licences, is established by the laws of many countries, and that such a permit system is used to effect quick and periodical adjustments of the amounts of drugs permitted for manufacture to the medical and scientific needs of the country concerned. The draft provision in question was facultative in nature and would be applied only if such application was "feasible".

(ff) DOMESTIC CONTROL OF INTERNATIONAL TRADE (sections 35 and 36)

127. In the course of the discussion of the draft provisions relating to the domestic control of international trade, some members of the Commission held that to limit and designate the towns and ports through which the import or export of opium should exclusively be permitted had become out-dated (paragraph 236).

128. Attention was called to the difficulties which would be involved in carrying out the provision by which the export of narcotic drugs to any country would be prohibited except in accordance with the laws and regulations of the importing country (paragraph 234).

129. Reservations were also made in regard to the requirement as to the use of forms distributed by the secretariat for export and import authorizations (paragraph 245).

130. Doubts were expressed as to the necessity for prohibiting the consignment of exports to a bank (paragraph 250). Other members of the Commission proposed, however, that exports should only be consigned to a person named in the export authorization (paragraph 251).

131. It was also suggested that it would impose an undue burden on shipping, railway and other transport undertakings if it were made an offence for them to carry consignments of drugs for a foreign destination unless each consignment was accompanied by a copy of the export authorization (paragraph 252).

132. The suggestion was made that "a certificate of transit" should be required for the transit of narcotic drugs.

(gg) INTERNAL TRADE (section 37)

133. Some members of the Commission thought it might be unnecessary to include provisions to limit the stocks of narcotic drugs held by doctors and pharmacists (paragraph 265).

(hh) MEASURES OF SUPERVISION (section 39)

134. It was pointed out that countries with a federal constitution might have difficulties in carrying out the provisions relating to the requirement of narcotics licences for doctors and pharmacists if the granting of such licences were to fall within the constitutional jurisdiction of states or provinces (paragraph 271). It was also doubted whether personal standards should be set in the convention for people who could obtain licences under the treaty (paragraph 270).

135. The opinion was also expressed that the provisions of the existing conventions (Opium Conventions of 1912 and 1925) relating to the maintenance of records might perhaps be preferable to the relevant provisions included in the draft (paragraph 27). Other members of the Commission were, however, in favour of making the provisions for the maintenance of records by doctors and pharmacists more severe than they are in the present conventions.

(iv) *Penal provisions and cure of the drug habit* (chapter VII)

*Penal provisions* (section 40)

136. Many members of the Commission reserved their attitude on the penal provisions of section 40 until after consultation with jurists.

137. A difference of opinion prevailed in the Commission as to whether the first or the second alternative version of section 40 was preferable. It was pointed out that the second version, which is a shortened version of the relevant provisions of the 1936 Convention, may in some respects not have reproduced the intention of that Convention. In explanation it was stated that certain changes had, however, had to be made because the draft extends control to the production of raw materials and because certain principles incorporated in the 1936 Convention were rejected by the General Assembly when it considered them in connexion with the Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others. The attention of the Commission was, in par-

particular, called to the fact that the definition of offences offered in sub-paragraph 1 of the second version of section 40 omitted seven offences which were included in article 2 of the 1936 Convention.

*Cure of the drug habit* (section 41)

138. One member of the Commission expressed the view that drug addicts should be considered as sick persons rather than criminals and that more attention should be paid in the convention to the problem of drug addiction.

(v) *General provisions* (chapter VIII)

*Colonial clause* (section 44)

139. The representative of the Union of Soviet Socialist Republics considered that the convention should not contain the so-called colonial (territorial) clause.

*Reservations* (section 50)

140. The opinion was expressed by a member of the Commission that the convention should not limit the right to make reservations.

(c) ON TERMINOLOGY AND DRAFTING

141. Members of the Commission made several comments on the terminology used and suggested changes

in the drafting. It was suggested, for example, that some sections of the draft included much detail which might better be relegated to appendices. It was also proposed for the French text that the term *stupéfiant* would be preferable to the word *drogue*, and that the word used in the Russian text for the English word "drug" was very unsatisfactory.

142. A proposal was made to use the long established term "poppy straw" for the "poppy chaff" of the draft. It was also pointed out that the term "severe" used by the 1936 Convention characterized better than the term "effective" the kind of punishment which should be meted out to illicit traffickers (paragraph 289).

143. Members of the Commission also indicated it should be made clearer that the term "medical practitioners" does apply not only to physicians and surgeons, but also to dentists and veterinary surgeons; and that hospitals are authorized to use narcotics and are subject to the control provided for in the convention.

144. In view of the limited time at its disposal the Commission paid more attention to the principles on which the convention should be based and to the substance of the draft provisions than to the terminology used and to problems of drafting.

## IV. Coca

### 16. Report of the United Nations Commission of Enquiry on the Coca Leaf to the Economic and Social Council

145. The Chairman of the Commission on Narcotic Drugs invited the Chairman of the Commission of Enquiry and the representative of Bolivia to participate in the discussion.

(a) INTRODUCTION

146. The Commission examined the report of the Commission of Enquiry (E/1666:E/CN.7/AC.2/1) which, at the request of the Governments of Bolivia and Peru, had proceeded to those countries to study the problem of the coca leaf on the spot. It was recalled that this Commission consisted of two experts in administrative questions and the international control of narcotics—Mr. Howard B. Fonda, vice-president and director of the American Pharmaceutical Manufacturers' Association, and Mr. Jean-Philippe Razet, Inspector-General of the French Ministry of Agriculture, a former technical adviser at all sessions of the League of Nations Advisory Committee on Traffic in Opium and other Dangerous Drugs and at three conferences on narcotics held under the auspices of the League—and two medical experts appointed in consultation with the World Health Organization—Dr. Frederic Verzar, Professor of Physiology at the University of Basle and closely associated with the work of the International High-Altitude Research Station (*Station internationale de recherche de haute altitude*) on the Jungfraujoeh, Switzerland, and Dr. Marcel Granier-Doyeux, Professor of Pharmacology at the Central University of Venezuela.

147. The report consists of two main parts, one containing medical considerations on the effects of

chewing the coca leaf, and the other economic and social considerations; and the Commission of Enquiry notes that coca leaf chewing is a harmful habit, arriving at a series of conclusions and recommendations designed to achieve the gradual suppression of chewing, to limit the production of coca leaf and to control its distribution.

(b) STATEMENTS BY THE REPRESENTATIVES OF BOLIVIA AND PERU

148. The representative of Bolivia criticized the medical arguments contained in chapters V-VII of the report. Although Bolivia produces annually some 5,000,000 kilogrammes of coca leaf, the individual consumption of the leaf by the indigenous population is small. Moreover, the information collected by the Medical Bureau of La Paz, the fact that certain diseases were unknown in Bolivia, and the findings of various Latin-American medical congresses were in conflict with the conclusions contained in the medical part of the report, which did not agree with the theory of the Peruvian school that Andean man was different from man living at sea level. The studies which had been made by that school, of which Dr. Monge was the founder, had not been taken sufficiently into account.

149. The representative of Peru congratulated the Commission of Enquiry on its remarkable work on the administrative, economic and social aspects of the problem, but expressed disagreement also with the medical considerations and conclusions included in the report. Referring to the theory that Andean man is physiologically and chemically different from man living at sea level, to the influence of environment, and to the experimental research which had been proceeding in Peru for many years, he expressed the view that that part of the report contained generalizations which, from the

scientific point of view, should have been avoided. The fact that the coca leaf contains cocaine did not necessarily mean that it was toxic. They were dealing with a new science, high-altitude biology, and it was still too early to reach hard and fast conclusions, as the experts of the Commission of Enquiry had done. After a detailed explanation of the phenomena due to the effects of high altitude and of the peculiar features of the biology of Andean man, the representative of Peru, referring to the written statement of the views of the Peruvian Coca Leaf Commission distributed to the members of the Commission on Narcotic Drugs, expressed the view that the medical part of the Commission of Enquiry's report should be supplemented by experimental research *in situ* for the purpose of verifying the various phenomena which he had described and which, at the present time, represented a complex of scientific problems which the new high-altitude biology was attempting to explain. He wished nevertheless to say that Peru was prepared to suppress the chewing of the coca leaf if its harmful effects could be proved by scientific facts established by scientific methods.

(c) STATEMENT BY THE CHAIRMAN OF THE COMMISSION OF ENQUIRY

150. The Chairman of the Commission of Enquiry stressed the fact that the Commission had conducted its enquiry within the limits imposed by the requests of the Governments of Bolivia and Peru and in accordance with the terms of reference drawn up by the Council. It had approached its work with an open mind, impartially and free from all prejudice.

151. In reply to the representatives of Bolivia and Peru, the Chairman of the Commission of Enquiry pointed out that the problem of the coca leaf was without doubt complex and controversial, but that the statements of the two representatives had not contributed any facts with which the members of the Commission were unfamiliar. Side by side with the school of Dr. Monge, there was another school in Peru, of which the late Professor Gutiérrez Noriega had been one of the principal representatives. That school did not share Dr. Monge's view as to the relation between altitude, Andean biology and the usefulness of the chewing of the coca leaf. Relying for support upon numerous experiments, it had opposed that point of view at the International Symposium on Altitude Biology, held at Lima in November 1949, which had been attended by members of the Commission of Enquiry.

152. The Commission however, had taken into consideration both Dr. Monge's theory, discussed in detail in chapter XI of the report, and the theory of the opposing school. Without completely accepting either of the two theories, both of which were based on experimental research, the Commission had, as was clear from its conclusions and recommendations, approached closer to one than to the other. With regard to undernourishment, the Commission of Enquiry had never affirmed that it was the result only of the chewing habit. The conclusions respecting working capacity reached by the Commission also differed from those of Dr. Monge, but were supported by a number of facts.

(d) GENERAL DISCUSSION

153. Referring to the opinions expressed by the representatives of Bolivia and Peru, the representative of the

Union of Soviet Socialist Republics pointed out that it was not difficult to give a scientific reply to the questions which they had raised. Repeating the opinion he had already expressed at the second session of the Commission on Narcotic Drugs, he said it had not been necessary to send the Commission of Enquiry to Bolivia and Peru, but he agreed with its findings as to the harmful effects of the habit of coca leaf chewing. In his opinion the point of view expressed by the representatives of Bolivia and Peru, as well as their opposition to the conclusions and recommendations contained in the report, were clearly contrary to all the admitted facts of pharmacology. These proved the chewing of the coca leaf to be harmful, and the Governments of Bolivia and Peru should make every effort to substitute adequate nutrition for the consumption of the thousands of tons of coca leaf at present grown for chewing.

154. In connexion with the relation between chewing and altitude mentioned by the representative of Peru, the representative of the United States of America asked why the coca leaf was not chewed in Ecuador and the other countries of Central and South America, certain areas of which were situated at an altitude just as great as those in Bolivia and Peru.

155. In the discussion which followed, the representative of France stated that the Commission of Enquiry's report had, to a great extent, elucidated the social questions which it had had to face and the representatives of Canada and China also congratulated the Commission on the work it had done. The representative of China pointed out that the co-operation of the countries concerned would be indispensable if the recommendations, of which he entirely approved, were to be carried out.

156. The representative of Yugoslavia congratulated the Commission of Enquiry. For his part he supported the conclusions and recommendations in the report, and in view of the fact that the problem of the coca leaf was of international importance, and deserved more careful study than the Commission on Narcotic Drugs was able to devote to it during its fifth session, he had submitted to the Commission a draft resolution on which he requested his colleagues' opinions.

157. In reply to the question of the representative of the United States, the representative of Peru said that there was a close relation between chewing and altitude and that chewing was practised in other countries where the altitude was the same as in those areas of Bolivia and Peru in which the habit was prevalent.

158. He again drew the attention of the Commission on Narcotic Drugs to the need for further medical studies before coming to a decision on the conclusions and recommendations contained in the report of the Commission of Enquiry. After expressing their appreciation of the excellent work done by the Commission of Enquiry the representative of Turkey agreed with the point of view of the representative of Peru, and the representative of Mexico further expressed in emphatic terms his full sympathy with the attitude of the representative of Peru. They were therefore in favour of the resolution submitted by the representative of Yugoslavia which was also supported by the representatives of the Netherlands and Iran.

(e) DECISION OF THE COMMISSION ON NARCOTIC DRUGS

159. After briefly summarizing all the opinions expressed, the Chairman of the Commission on Narcotic Drugs pointed out that a medical study, as understood by the representative of Peru, would not, even with the co-operation of the government of that country, have been in conformity with the request of the government in 1947, nor would it have been in accord with the terms of reference given to the Commission of Enquiry by the Economic and Social Council. He accordingly asked the representative of Peru to withdraw his proposal in view of the terms of the resolution submitted by the representative of Yugoslavia, and the representative of Peru agreed so to do.

160. The representative of the Union of Soviet Socialist Republics stated that the resolution submitted by the representative of Yugoslavia need not be adopted because any consumption of cocaine must be regarded as leading to addiction, and that additional medical study would accordingly not only be unnecessary but also contrary to the admitted pharmacological facts. He said that he would therefore oppose adoption of the resolution submitted. So far as coca leaf chewing was concerned, the representative of Peru disagreed with the views of the representative of the Union of Soviet Socialist Republics, while the representative of Yugoslavia stated that neither in the resolution nor in his speeches did he approve of additional research, but dealt with the social, economic and legal implications of the coca leaf problem.

161. The following resolution was then adopted by the Commission by 12 votes to 1, with 1 abstention:

*"The Commission on Narcotic Drugs,*

*"Having considered the report of the United Nations Commission of Enquiry on the Coca Leaf, addressed to the Economic and Social Council,*

*"1. Decides to record its appreciation of the report and of the co-operation given to the Commission of Enquiry by the Governments of Bolivia and Peru;*

*"2. Takes note of the conclusions and recommendations of the Commission of Enquiry;*

*"3. Requests the Commission of Enquiry to communicate to the Secretary-General, not later than 1 March 1951, its observations on the opinions expressed by the representatives of Bolivia and Peru during the discussion of its report, and the Secretary-General to transmit these observations to the Economic and Social Council for its information when considering the report of the Commission of Enquiry; and*

*"4. Recommends to the Economic and Social Council the following resolution for adoption:*

*"Problem of the coca leaf*

*"The Economic and Social Council*

*"1. Takes note of the report of the United Nations Commission of Enquiry on the Coca Leaf, of the opinion expressed thereon by the Commission on Narcotic Drugs during its fifth session, and of the Commission of Enquiry's additional observations on the opinions expressed on the report by the representatives of Bolivia and Peru during that session;*

*"2. Expresses to the Commission of Enquiry its appreciation of the work accomplished and to the Governments of Bolivia and Peru its satisfaction at the co-operation given to the Commission;*

*"3. Decides to forward the report and the said additional observations of the Commission of Enquiry to the Governments of Bolivia and Peru, with the request for the communication of their observations thereon to the Secretary-General before 15 September 1951; and*

*"4. Requests the Commission on Narcotic Drugs to examine the problem of the coca leaf during its seventh session, taking into consideration all available information, and to submit its recommendations on the matter to the Council as soon as may be possible thereafter."*

## V. Opium

### 17. Proposed interim agreement to limit the production of opium to medical and scientific needs

#### (a) WORK DONE BEFORE THE FIFTH SESSION OF THE COMMISSION

162. The Commission brought under review the progress made since the end of its fourth session in June 1949 towards the conclusion of the interim agreement to limit the production of opium to medical and scientific needs. The representative of the Union of Soviet Socialist Republics abstained from the discussion on the ground that it was undesirable to conclude such an agreement in advance of the Single Convention.

163. The first of the international conferences which was concerned exclusively with this matter was that of the *Ad Hoc* Committee of the Principal Opium-pro-

ducing Countries which met at Ankara in November and December 1949. From the *Ad Hoc* Committee's report (E/CN.7/188: E/CN.7/AC.1/1, Add.1 and Corr.1 and 4) the Commission had learned with great satisfaction that the principal opium-producing countries had agreed to the limitation of the production of opium to medical and scientific needs, to the shares of the world opium output which they would severally produce each year under the proposed interim agreement and to the reorganization of the existing opium trade as an international monopoly. The *Ad Hoc* Committee had further proposed in outline a number of draft provisions for the interim agreement which the Secretary-General took as a basis for the first draft of this instrument and which was presented to the Meeting of Representatives of the Drug-manufacturing Countries held at Geneva at the beginning of August 1950.

164. In its report (E/CN.7/200: E/CONF.11/1) that Meeting accepted in principle the decisions taken at Ankara and emphasized the matters of paramount interest to the drug-manufacturing countries, for which provision should be made in the interim agreement. The work that had been done up till that time was then reviewed by the Joint Committee of the Principal Opium-producing Countries and of the Principal Drug-manufacturing Countries which held the first part of its session at Geneva during the second half of August 1950.

165. The Joint Committee, whose report on that part of its session has been published as documents E/CN.7/201: E/CN.7/AC.4/1 and Corr.1, reaffirmed the Ankara agreement and also took a number of provisional decisions on several aspects of the interim agreement, particularly stressing the fact that some form of inspection would be essential to ensure the proper functioning and successful operation of the International Opium Monopoly under the interim agreement.

166. The Joint Committee had insufficient time during its first session in which to give full consideration to all aspects of the draft instrument, and it also found itself unable to come to an agreement on certain questions, including that of the basic price at which the International Opium Monopoly should conduct its opium transactions. It accordingly continued its session, at New York in November 1950, in an attempt to resolve the remaining problems before the fifth session of the Commission.

167. However, during this second part of its first session the Joint Committee again found itself unable to agree on opium prices and on the following three questions: the precise form that international inspection of the opium trade should take under the International Monopoly, the problem of the competition which would be met by drug-manufacturing countries from exports of opium alkaloids by countries producing opium under the interim agreement, and the measures required to meet competition from exports of alkaloids made from poppy straw.

168. In view of this lack of agreement, the Joint Committee decided to study a proposal which was prepared by the Secretary-General: report of the Joint Committee on the second part of its first session, E/CN.7/214: E/CN.7/AC.4/3 and Corr.1. That proposal took the form of an outline of a protocol which those States which could eventually become Parties to the interim agreement could sign pending the resolution of the unsolved problems, and which had as its object not only the introduction of some limitation of opium production and international control of the trade in the substance during the period necessary to solve these problems, but also the provision of such limitation and control pending the coming into force of the interim agreement. Although there was some support for this proposal, as evidenced in the Joint Committee, it was decided not to pursue this further in view of various reasons stated in its report (E/CN.7/214: E/CN.7/AC.4/3, section 7); the general opinion was that the protocol would require ratification and the Joint Committee accordingly felt doubt whether it could be brought into operation within a sufficiently short space of time to enable its primary purpose to be achieved.

(b) CONSIDERATION OF THE MATTER BY THE COMMISSION

169. The Commission was aware that, up to the present stage of its development, only the principal opium-producing countries and the principal drug-manufacturing countries had had an opportunity to discuss the draft of the interim agreement, and to bring such changes to the text as they had considered necessary. It was, therefore, particularly anxious to obtain some expression of the views of countries not in either of these categories on the proposed treaty instrument.

170. Among the observations made on behalf of those countries, some views were expressed that their interests did not seem to have been adequately safeguarded; the costs of running the opium trade as an international monopoly would, it appeared, have ultimately to be borne by the actual consumers of drugs made from opium, and fears were expressed that in time of international emergency the rigidity of such a system might militate against consumers obtaining their drug requirements. It was also stated that the obligation to buy opium alkaloids from Parties to the interim agreement, because they would wish to reserve the right to buy alkaloids from other countries at lower prices, and for similar reasons they might not be prepared to accept any proposal to prohibit or limit the export of alkaloids by opium-producing countries.

171. In reply, it was stated, however, that the principal drug-manufacturing countries were themselves the principal consumers of opiates and that, in 1948 for example, they had consumed about two-thirds of the total quantity of morphine manufactured and three-quarters of all the codeine. Thus it was reasonable to assume that the interests of consumers generally would be assured. It was also pointed out that the dangers of an opium shortage in any particular area of the world in an international emergency were much less likely under the International Monopoly than if the opium trade remained unchanged, since the International Monopoly as an organ set up under the auspices of the United Nations would have the duty of ensuring to all States adequate supplies of that substance to enable them to satisfy their requirements for medical and scientific purposes. The cost of operating the International Monopoly would clearly have ultimately to be distributed on a fair basis amongst all users of drugs made from opium, as the representative of the Secretary-General pointed out, it would be a small premium to pay for a reduction in the illicit traffic with which the Commission had been so deeply preoccupied during its session under review. It was mentioned however that the interim agreement would not affect illicit traffic from those opium-producing countries which remained outside it.

172. The Commission then passed to an examination of the text of the interim agreement as drafted in document E/CN.7/199/Rev.1, during which it considered the principles on which the various provisions of the instrument were based. In undertaking this task the Commission had in mind the formulation of general directives for the assistance of the Secretariat during the next stage of the development of the proposed treaty. The debate being largely of a technical nature, the Commission considered that its views were adequately ex-

pressed in the summary records of its meetings and did not consider it appropriate to summarize them in the present report.

(c) PROPOSAL FOR THE ESTABLISHMENT OF AN INTERNATIONAL MONOPOLY OF ALKALOIDS

173. The Commission learned with interest of a suggestion which had been made to its Joint Committee for the establishment of an International Monopoly of Alkaloids, and appreciated that the Joint Committee, in the short time at its disposal, had been unable to make a detailed study of such a far-reaching proposal, although several delegations had expressed their approval in principle of the plan. It noted the recommendation of the Joint Committee that the proposal, of which the broad outlines are given in annex E to the present report, should be carefully studied in all its aspects as speedily as possible, and accordingly decided to request the Secretary-General to obtain from the governments represented on the Commission their views on the proposal for the establishment of an International Monopoly of Alkaloids and to communicate these views to the Commission during its sixth session.

(d) THE INTERNATIONAL ASSAY OF OPIUM

174. In connexion with the establishment of the International Monopoly, the Commission agreed with the views expressed by the Joint Committee on the desirability of establishing an internationally-accepted method for assaying opium, and for standardizing the packing, sampling and weighing of that substance.

175. With a view to determining whether such standardization could in practice be achieved, the Commission accordingly decided to endorse the decisions of its Joint Committee of the Principal Opium-producing Countries and of the Principal Drug-manufacturing Countries relating to a study of methods of assaying, packing, sampling and weighing opium, as given in paragraph 31 of document E/CN.7/214: E/CN.7/AC.4/3.

(e) PLANS FOR FUTURE WORK

176. The Commission debated what further steps should be taken to find common ground for the settlement of the differences of opinion which, as indicated above, still exist on the interim agreement, and what measures might facilitate the early conclusion of that treaty and hence achieve the limitation of the production of opium, an achievement which was of the greatest importance if the illicit traffic in opium and drugs made from it was to be effectively curtailed.

177. After a number of different plans had been discussed in some detail, the Commission finally adopted the following resolution by 10 votes in favour, none against and 5 abstentions.

"A

*"The Commission on Narcotic Drugs,*

*"Having considered the reports of its Ad Hoc Committee of the Principal Opium-producing Countries, of the Meeting of Representatives of the Principal Drug-manufacturing Countries and of its Joint Committee of the Principal Opium-producing Countries and of the Principal Drug-manufacturing Countries relating to the proposed interim agreement to limit the production of opium to medical and scientific needs;*

*"Noting with satisfaction the agreement reached by the Ad Hoc Committee on the allocation among opium-producing countries of the shares of the world output of opium to be produced annually under the interim agreement and that reached by the Joint Committee on the general principles underlying the text of the interim agreement as given in document E/CN.7/199/Rev.1;*

*"Further noting the lack of agreement in the Joint Committee on the price which the International Opium Monopoly to be established under the interim agreement shall conduct its opium transactions, on the precise form that measures for the control of the implementation of the Interim Agreement, shall take, on a solution of the problem of the competition facing drug-manufacturing countries from exports of opium alkaloids by countries which will produce opium under the Interim Agreement, and on the measures required to meet competition from exports of alkaloids made from poppy straw;*

*"Desirous itself of finding a solution to these four problems during its sixth session in 1951, with a view to requesting the Economic and Social Council's approval at its thirteenth session of agreed proposals for the Interim Agreement from which the Secretary-General could prepare a final text of the treaty instrument for the Commission's approval early in 1952;*

*"Accordingly decides:*

*"1. To request the Economic and Social Council to change the date of the opening of its sixth session to 3 April 1951;*

*"2. To inform the Council that it considers it will need a period of two months for the completion of its work on the interim agreement and for the execution of such tasks under the international narcotics treaties as will arise between the end of its fifth and the beginning of its sixth session."*

"B

*"The Commission on Narcotic Drugs,*

*"Mindful of the fact that the representatives of those of its members which are either principal producers of opium or principal manufacturers of drugs from opium will need the assistance of technical and legal advisers when the Commission, during its sixth session, is discussing the proposed Interim Agreement to limit the production of opium to medical and scientific needs, and will require to be in close touch with the governments they respectively represent;*

*"Considering that the majority of such members are European or Near-Eastern States;*

*"Desirous of giving every assistance to such States in their work on the interim agreement, particularly as regards their representation at its sixth session;*

*"Strongly urges the Economic and Social Council that the Commission's sixth session be held at Geneva."*

178. The Commission considered that since Belgium, Italy and Switzerland were among the principal drug-manufacturing countries, it would be very desirable for them to be represented during its further work on the interim agreement and accordingly decided to invite the Governments of Belgium, Italy and Switzerland to be

represented on the Commission by observers during that part of its sixth session which it would devote to the proposed interim agreement to limit the production of opium to medical and scientific needs.

### **18. Abolition of opium smoking in the Far East**

179. During the debate on this question the Commission was informed of the measures taken by the French authorities in Indochina to close the clinics for the cure of drug addicts, to discontinue the registration of addicts and to reduce the quantity of opium allowed to each new addict. The proportion of smokers to the whole population was about 1 to 1,000, and care was being taken to prevent young people from becoming addicts.

180. The Commission was further informed of the efforts being made in British territories in the Far East to abolish opium smoking, which was already prohibited, and it also heard that Economic and Social Council resolution 159 II B (VII) (Abolition of opium smoking in the Far East) had been communicated by the Secretary-General to all States and not only to those in which opium smoking was still practised, since it provided, *inter alia*, for the prohibition of opium exports to the latter States.

181. At the request of the representative of the United States of America, the Commission decided to request the Secretary-General to communicate with the Republic of Indonesia to ascertain how the opium dens in that country obtained their supplies of opium since there was no longer any official source of supply.

### **19. Methods of determining the origin of opium by chemical and physical means**

182. The Commission was informed of the generally satisfactory progress of the programme of research into the methods of determining the origin of opium by chemical and physical means undertaken pursuant to Economic and Social Council resolution 246 F (IX). International collaboration in the laboratory research had started early in 1950 but had developed slowly be-

cause the number of opium samples which had thus far been furnished to the Opium Distribution Centre by governments was insufficient to enable a wide distribution to be made; and it was accordingly expected that about two years would be required before the results of the research could be finally evaluated. The Commission learned in addition that the Secretariat hoped soon to be in a position to publish a new method for determining the morphine content of opium.

183. The Commission debated the desirability and possibility of extending the scope of the research to include studies on methods of determining the origin of opium by physiological means and by such other scientific means as might seem desirable. It was thought that such an extension might well prove to be valuable but it was pointed out that it would entail additional expenditures for which the authorization of the Economic and Social Council would have to be sought. In the circumstances it was considered inadvisable to attempt any broadening of the scope of the research for the time being, especially in view of the fact that the current programme had not been completed. It was generally agreed to be desirable that the Secretariat should, within the terms of reference provided by the Economic and Social Council's resolution, be able to continue its research into methods for determining the morphine and codeine content of opium, irrespective of the use of such methods for establishing the geographical origin of opium seized in the illicit traffic. It was, however, considered unnecessary to amend the terms of reference for this purpose since the necessary authority could be given if the Economic and Social Council approved the Commission's decision to study the commercial assay of opium (see section 17 (d) of the present report).

184. After the Chairman had summed up the debate, the Commission decided to request the Secretary-General to continue research on methods for determining the morphine and codeine content of opium within the scope of Economic and Social Council resolution 246 F (IX), and to explore the possibilities of research into the methods of determining the origin of opium by scientific means other than those referred to in that resolution.

## **VI. General questions**

### **20. Drug addiction**

#### **(a) GENERAL**

185. The Commission referred to several aspects of drug addiction on a number of occasions in connexion with its discussions on the various items of its agenda. In addition it debated the problem as a whole and heard from the representative of France an analysis of the addiction situation in that country, including the addiction to synthetic drugs, as it had existed in the years 1948 and 1949.

186. The Commission also discussed addiction to heroin and the consequent possible desirability of prohibiting its use even for medical purposes, and noted that the division of opinion on this question which had been brought to its attention in previous years still

remained. The representatives of France and the Netherlands restated the view that the prohibition of the medical use of heroin would deprive sufferers from certain diseases of an irreplaceable medicament without suppressing the sources from which addicts to the drug drew their supplies. The representatives of Mexico, Peru, Turkey, the Union of Soviet Socialist Republics and the United States of America re-emphasized the opposite point of view that heroin could well be replaced for all medical uses by other less dangerous drugs, the representative of the Union of Soviet Socialist Republics suggesting the use of dicodide, dialaudide, eucodal, methadon and pethidine as possible substitutes.

#### **(b) WORK OF THE WORLD HEALTH ORGANIZATION**

187. The Commission considered the work which the Expert Committee on Drugs Liable to Produce Addic-



tion had done (World Health Organization, *Technical Report Series, No. 21*: section 6) pursuant to the request which the Commission had addressed to the World Health Organization during its fourth session.

188. The Commission debated in particular the definitions of addiction-producing drugs and of habit-forming drugs which the Expert Committee of the World Health Organization had elaborated. The representatives of France and of the Union of Soviet Socialist Republics considered that it would be more satisfactory to have but one definition in view of the fact that the characteristics of habit-forming drugs were covered by the definition of addiction-producing drugs. The representatives of Canada and of the United States of America considered, however, that there would be an advantage in keeping the two definitions in view of the fact that the two classes of drugs produced different types of withdrawal symptoms. The representative of the United Kingdom drew attention to the fact that the definitions really left the question whether a substance fell into either category to be determined by the view of society at a given time as to the detrimental effect upon the individual and upon society of its habitual use.

189. The Commission refrained from taking a final decision on the subject, considering it desirable that the problem should be further studied. It, however, decided to take note, with appreciation, of the work done on drug addiction at its request by the Expert Committee of the World Health Organization on Drugs Liable to Produce Addiction.

## 21. Morpholyethylmorphine

190. During the Commission's examination of a report of the Expert Committee of the World Health Organization on Drugs Liable to Produce Addiction (World Health Organization, *Technical Report Series No. 21*), the representative of France referred to a finding of the Committee on the substance morpholyethylmorphine (section 4.3) pursuant to a request made by the Government of France under article 11 of the 1931 Convention as amended by the 1946 Protocol.

191. In its notification on the subject the Government of France had proposed that morpholyethylmorphine should be subject to the control applicable to the drugs mentioned in article 1 of the 1931 Convention under Group II. The Expert Committee, on the other hand, was of the opinion that there was insufficient evidence on the addiction-producing properties of this substance, though it was probable that it was convertible to morphine, and that in any case as an ether of morphine it was by definition in sub-group (b) of Group I. The representative of France disagreed with this finding and urged that a committee of three experts, as provided for in article 11, paragraph 4, of the Convention, be appointed to determine whether morpholyethylmorphine should be classified under sub-group (b) of Group I or under Group II.

192. During an exchange of views on this proposal, in which the Chairman and the representatives of Canada, the Netherlands, the United Kingdom and the United States of America participated, attention was

drawn to the fact that while a scientific body, such as the Expert Committee of the World Health Organization was primarily concerned with the scientific assessment of available data, its recommendations might involve the practical interpretation of the provisions of an international treaty. It was also pointed out that the automatic classification of morpholyethylmorphine in sub-group (b) of Group I might be objectionable in view of the fact that another ether of morphine, codeine, had in 1931 been placed in Group II.

193. The representative of the United Kingdom considered that the Parties to the 1931 Convention might not be bound by any decision taken by the proposed committee of three experts, as the conditions under which it could properly take a decision on the matter, as provided for in article 11, paragraph 4 of the Convention, had not been established by the World Health Organization's finding. He therefore suggested that the question should be referred back to that organization, which could perhaps reconsider it in the light of fresh information which the French authorities would now be in a position to make available. The representative of France having accepted this proposal, the Commission decided to request the Secretary-General to refer the French notification on morpholyethylmorphine back to the World Health Organization with the request for its re-examination in the light of fresh information which the Government of France would make available.

## 22. Offer for sale in China of 500 tons of opium

194. The Commission considered the offer for sale of 500 tons of opium which had recently been made to a British firm in Hong Kong and which had been reported to the Secretary-General by the United Kingdom (E/CN.7/211).

195. That this large amount of opium, equal to the world requirements of the substance for medical and scientific needs for more than a year, should suddenly be offered on the market from a country in which the production of opium had been prohibited since 1934 and at a time when the Commission was actively engaged on work to limit the production of opium, was an occurrence that the Commission viewed with concern. It accordingly discussed at some length what action could appropriately be taken in the matter, but was hampered in reaching conclusions by a lack of precise and complete information on the origin of the opium in question and on its present whereabouts. The representative of the United Kingdom had no further information. The representative of the United States of America informed the Commission that some 300 tons had been offered in that country as barter in exchange for cotton. He had also had reports that 130 tons were recently at Tientsin and that a further quantity was at Peking.

196. The representative of Yugoslavia introduced a recommendation to the Economic and Social Council on the matter which, after amendment by the representatives of China, France and Yugoslavia, and the President of the Permanent Central Opium Board, the Commission adopted by 8 votes in favour, 2 against, and 4 abstentions, and accordingly the Commission

decided to propose the following resolution to the Council for adoption:

*Offer for sale in Hong Kong of five hundred tons of opium at present in China*

*The Economic and Social Council,*

*Taking into account* the present efforts of a number of States to conclude an interim agreement to limit the production of opium to medical and scientific needs,

*Considering* that China had prohibited the cultivation of the opium poppy and had declared that it did not wish to export opium,

*Considering* that the draft of the said interim agreement, the general principles of which were approved by the Joint Committee of the Principal Opium-producing Countries and of the Principal Drug-manufacturing Countries during the first part of its first session held in August 1950, is based on the assumption that China

will continue to prohibit the cultivation of the opium poppy and the export of opium,

1. *Views* with concern the offer for export of five hundred tons of opium at present in China to which reference is made in document E/CN.7/211;

2. *Requests* the organs entrusted under international treaties with the control of narcotic substances to ascertain, if possible, the origin of this opium, the period in which it was collected, the total stocks of opium at present in China and whether the cultivation of the opium poppy and the export of opium are still prohibited in China; and

3. *Expresses* the opinion that a return to the production of opium in countries where traditionally it represented a social danger and which countries decided to discontinue the production of opium and promulgated laws to this effect, is incompatible with the United Nations policy of limiting the production of opium to medical and scientific needs.

## ANNEXES

### A. Recommendations of the Commission to the Economic and Social Council

(The references are to the paragraphs of the report from which the recommendations have been abstracted)

1. The Commission decided to inform the Council that it proposed the following plan of work on the Single Convention for the immediate future:

(1) The Commission would not for the time being avail itself of the authorization of the Council to transmit the draft of the Single Convention as given in document E/CN.7/AC.3/3 and Corrigendum 1 to governments for their comments;

(2) The members of the Commission had undertaken to request governments which they respectively represented to transmit their observations on the present draft in writing to the Secretary-General, if possible by 3 April 1951, the date the Commission was proposing to the Council for the opening of its sixth session, and in any case not later than 1 May 1951;

(3) The Commission had requested the Secretary-General to ask the Permanent Central Opium Board and the Supervisory Body to transmit similar observations to the Secretary-General as soon as possible;

(4) The Commission planned to devote a very limited number of meetings during its sixth session to a discussion of the draft instrument in the light of such observations, provided that the length of its agenda for that session allowed time for such discussion and that its observations or a sufficient number of them had been received by the Secretary-General in time for him to communicate them to all members of the Commission well in advance of such discussion;

(5) The Secretary-General would be requested to prepare subsequently such alternative drafts of provisions of the present text of the Single Convention as might be necessary in the light of observations received from governments and of such discussions on the matter as the Commission might have during its sixth session; and

(6) The Commission would propose to make a detailed study of the Single Convention during its seventh session in 1952.

(Paragraph 68)

2. The Commission decided to recommend to the Council the adoption of the following resolution:

*"Single convention on narcotic drugs*

*"The Economic and Social Council*

"1. Approves the plans prepared by its Commission on Narcotic Drugs for the further elaboration during 1951 and the early part of 1952 of the Single Convention on Narcotic Drugs; and

"2. Reaffirms the authorization given by its Resolution 315 (XI) to the Commission on Narcotic Drugs to request the Secretary-General, if it should so desire, to transmit the draft instrument to governments for their comments after making such amendments thereto as it shall have seen fit."

(Paragraph 69)

3. The Commission adopted the following resolution:

*"The Commission on Narcotic Drugs*

"1. Decides to record its appreciation of the report and of the co-operation given to the Commission of Enquiry by the Governments of Bolivia and Peru;

"2. Takes note of the conclusions and recommendations of the Commission of Enquiry;

"3. Requests the Commission of Enquiry to communicate to the Secretary-General, not later than 1 March 1951, its observations on the opinions expressed by the representatives of Bolivia and Peru during the discussion of its report, and the Secretary-General to transmit these observations to the Economic and Social Council for its information when considering the report of the Commission of Enquiry; and

"4. Recommends to the Economic and Social Council the following resolution for adoption:

*"Problem of the coca leaf*

*"The Economic and Social Council*

"1. Takes note of the report of the United Nations Commission of Enquiry on the Coca Leaf, of the opinion expressed thereon by the Commission on Narcotic Drugs during its fifth session, and of the Commission of Enquiry's additional observations on the opinions expressed on the report by the representatives of Bolivia and Peru during that session;

"2. Expresses to the Commission of Enquiry its appreciation of the work accomplished and to the Governments of Bolivia and Peru its satisfaction at the co-operation given to the Commission;

"3. Decides to forward the report and the said additional observations of the Committee of Enquiry to the Governments of Bolivia and Peru, with the request for the communication of their observations thereon to the Secretary-General before 15 September 1951; and

"4. Requests the Commission on Narcotic Drugs to examine the problem of the coca leaf during its seventh session, taking into consideration all available information, and to submit its recommendations on the matter to the Council as soon as may be possible thereafter."

(Paragraph 161)

4. The Commission adopted the following resolution:

"A

*"The Commission on Narcotic Drugs,*

*"Having considered the reports of its Ad Hoc Committee of the Principal Opium-producing Countries, of the Meeting of Representatives of the Principal Drug-manufacturing Countries and of its Joint Committee of the Principal Opium-producing Countries and of the Principal Drug-manufacturing Countries relating to the proposed Interim Agreement to Limit the Production of Opium to Medical and Scientific Needs;*

"Noting with satisfaction the agreement reached by the *Ad Hoc* Committee on the allocation among opium-producing countries of the shares of the world output of opium to be produced annually under the Interim Agreement and that reached by the Joint Committee on the general principles underlying the text of the Interim Agreement as given in document E/CN.7/199/Rev.1;

"Further noting the lack of agreement in the Joint Committee on the price at which the International Opium Monopoly to be established under the Interim Agreement shall conduct its opium transactions, on the precise form that measures for the control of the implementation of the Interim Agreement shall take, on a solution of the problem of the competition facing drug-manufacturing countries from exports of opium alkaloids by countries which will produce opium under the Interim Agreement, and on the measures required to meet competition from exports of alkaloids made from poppy straw;

"Desirous itself of finding a solution to these four problems during its sixth session in 1951, with a view to requesting the Economic and Social Council's approval at its thirteenth session of agreed proposals for the Interim Agreement from which the Secretary-General could prepare a final text of the treaty instrument for the Commission's approval early in 1952;

"Accordingly decides:

"1. To request the Economic and Social Council to change the date of the opening of its sixth session to 3 April 1951;

"2. To inform the Council that it considers it will need a period of two months for the completion of its work on the Interim Agreement and for the execution of such tasks under the international narcotics treaties as will arise between the end of its fifth and the beginning of its sixth session.

"B

"The Commission on Narcotic Drugs,

"Mindful of the fact that the representatives of those of its Members which are either principal producers of opium or principal manufacturers of drugs from opium will need the assistance of technical and legal advisers when the Commission, during its sixth session, is discussing the proposed Interim Agreement to limit the production of opium to medical and scientific needs, and will require to be in close touch with the Governments they respectively represent;

"Considering that the majority of such Members are European or Near-Eastern States;

"Desirous of giving every assistance to such States in their work on the Interim Agreement, particularly as regards their representation at its sixth session;

"Strongly urges the Economic and Social Council that the Commission's sixth session be held at Geneva.

(Paragraph 177)

5. The Commission decided to propose the following resolution to the Council for adoption:

"Offer for sale in Hong Kong of five hundred tons of opium at present in China

"The Economic and Social Council,

"Taking into account the present efforts of a number of States to conclude an interim agreement to limit the production of opium to medical and scientific needs,

"Considering that China had prohibited the cultivation of the opium poppy and had declared that it did not wish to export opium,

"Considering that the draft of the said interim agreement, the general principles of which were approved by the Joint Committee of the Principal Opium-producing Countries and of the Principal Drug-manufacturing Countries during the first part of its first session held in August 1950, is based on the assumption that China will continue to prohibit the cultivation of the opium poppy and the export of opium,

"1. Views with concern the offer for export of five hundred tons of opium at present in China to which reference is made in document E/CN.7/211;

"2. Requests the organs entrusted under the international treaties with the control of narcotic substances to ascertain, if possible, the origin of this opium, the period in which it was collected, the total stocks of opium at present in China and whether the cultivation of the opium poppy and the export of opium are still prohibited in China; and

"3. Expresses the opinion that a return to the production of opium in countries where traditionally it represented a social danger and which countries decided to discontinue the production of opium and promulgated laws to this effect, is incompatible with the United Nations policy of limiting the production of opium to medical and scientific needs."

(Paragraph 196)

## B. Other recommendations and decisions of the Commission

(The references are to the paragraphs of the report from which the recommendations and decisions have been abstracted)

The Commission decided:

1. To adopt the agenda proposed by its Agenda Subcommittee.

(Paragraph 20)

2. To take note of the Progress Report of the Division of Narcotic Drugs on its work during the period of 16 May to 30 September 1950 and to express its appreciation of the work done.

(Paragraph 27)

3. That in the work of the Division of Narcotic Drugs the following matters should be given the priority indicated:

*First*

Performance of functions directly related to the implementation of the international treaties on narcotic drugs

*Second*

Proposed interim agreement to limit the production of opium to medical and scientific needs

*Third*

Single convention on narcotic drugs

*Fourth*

Work consequent upon the report of the United Nations Commission of Enquiry on the Coca Leaf to the Economic and Social Council

*Fifth*

Methods for determining the origin of opium by chemical and physical means.

(Paragraph 28)

4. To request the Secretary-General:

(1) To obtain from the competent authorities of Kuwait, from whom annual reports had never been received, more detailed information on the alleged offer for sale in that territory of seven and a half tons of morphine;

(2) To obtain from the Government of the Union of South Africa an account of the work of a commission set up in that country, according to its annual report for 1948, to inquire into the misuse of dagga; and

(3) To obtain from the Government of Argentina, if information on the subject were not included in the annual report for 1949, particulars of the cultivation of the opium poppy announced in that country's annual report for 1948.

(Paragraph 33)

5. To ask the Secretary-General:

(1) To draw the attention of the Government of Haiti to the need for amending that country's legislation on narcotic drugs, which dates from 1922, to apply the provisions of international treaties concluded after that year; and

(2) To draw the attention of the Government of Australia to the export by that country of diacetylmorphine in apparent breach of the provisions of the 1931 Convention.

(Paragraph 34)

6. To ask the Secretary-General to draw the attention of the Government of Finland specially to the provisions of article 10 of the 1931 Convention regulating the international trade in diacetylmorphine.

(Paragraph 35)

7. To request the Secretary-General to obtain immediately from the Governments of Syria and Lebanon information relating to the situation in their respective countries in so far as the cultivation of Indian hemp and the production of hashish were concerned, and also, from the Government of Syria, information concerning the export of opium mentioned by the representative of Turkey.

(Paragraph 43)

8. To take note of the statement of the representative of Thailand on the situation of the illicit traffic in that country and thank him for it.

(Paragraph 47)

9. To request the Secretary-General to inform the Government of Italy of the substance of the discussion on heroin diversion in that country and to ask for its comments.

(Paragraph 54)

10. To include the United States draft resolution on illicit trafficking by the crews of merchant ships in its report, and to request the Secretary-General to ask governments for their comments on the possibilities of giving

effect to the resolution and to communicate these comments to the Commission as soon as possible.

(Paragraph 56)

11. To record its appreciation of the offer of co-operation extended by the International Criminal Police Commission which, considering the relations already established between that Organization and the Economic and Social Council, it will be happy to accept as likely to contribute to the achievement of its aim to suppress the illicit traffic in dangerous drugs.

(Paragraph 58)

12. To request the Secretary-General to obtain from the governments represented on the Commission their views on the proposal for the establishment of an International Monopoly of Alkaloids and to communicate these views to the Commission during its sixth session.

(Paragraph 173)

13. To endorse the decisions of its Joint Committee of the Principal Opium-producing Countries and of the Principal Drug-manufacturing Countries relating to a study of methods of assaying, packing, sampling and weighing opium, as given in paragraph 31 of document E/CN.7/214: E/CN.7/AC.4/3.

(Paragraph 175)

14. To invite the Governments of Belgium, Italy and Switzerland to be represented on the Commission by observers during that part of its sixth session which it would devote to the proposed interim agreement to limit the production of opium to medical and scientific needs.

(Paragraph 178)

15. To request the Secretary-General to communicate with the Republic of Indonesia to ascertain how the opium dens in that country obtained their supplies of opium since there was no longer any official source of supply.

(Paragraph 181)

16. To request the Secretary-General to continue research on methods for determining the morphine and codeine content of opium within the scope of Economic and Social Council resolution 246 F (IX), and to explore the possibilities of research into the methods of determining the origin of opium by scientific means other than those referred to in that resolution.

(Paragraph 184)

17. To take note, with appreciation, of the work done on drug addiction at its request by the Expert Committee of the World Health Organization on Drugs Liable to Produce Addiction.

(Paragraph 189)

18. To request the Secretary-General to refer the French notification on morphylethylmorphine back to the World Health Organization with the request for its re-examination in the light of fresh information which the Government of France would make available.

(Paragraph 193)

### C. Quantities of narcotics seized during 1949 as reported by governments

(In kilogrammes)

#### 1. EUROPE

Country	Raw opium	Prepared opium	Morphine	Heroin	Cocaine	Indian hemp	Miscellaneous
1. Austria .....	6.955	-	4.546	-	.092	-	.933
2. Belgium .....	-	-	.004	.015	.030	.195	.065
3. France .....	18.960	.435	.814	1.579	.906	21.471	.446
4. Germany (British Zone) .....	23.132	.003	2.490	-	.360	-	5.039
5. Germany (French Zone) .....	3.500	-	-	-	.750	-	-
6. Germany (United States Zone) .....	36.915	-	.983	.001	2.138	-	94.017
7. Greece .....	-	-	-	.187	.006	101.400	-
8. Italy <sup>a</sup> .....	3.621	-	3.792	.700	7.102	1.800	29.970
9. Netherlands .....	24.346	.726	-	-	.077	-	.115
10. Sweden .....	-	-	-	-	-	-	.012
11. Switzerland .....	-	-	-	-	.128	-	5.555
12. Turkey .....	17.123	-	-	31.620 <sup>a</sup>	-	129.841	-
13. United Kingdom .....	42.010	1.480	-	-	-	21.760	-
<b>TOTALS</b>	<b>176.562</b>	<b>2.644</b>	<b>12.629</b>	<b>34.102</b>	<b>11.589</b>	<b>276.467</b>	<b>136.152</b>

<sup>a</sup> Figures incomplete, include all seizures reported under article 23 of the 1931 Convention.

#### 2. THE AMERICAN CONTINENTS

Country or territory	Raw opium	Prepared opium	Morphine	Heroin	Cocaine	Indian hemp	Miscellaneous
1. Canada .....	1.395	.026	.079	.958	.015	.228	.020
2. Chile .....	1.500	-	-	-	-	-	-
3. Colombia .....	.328	-	.014	-	.010	-	.072
4. Cuba .....	.027	-	-	-	-	2.268	-
5. El Salvador .....	1.600	-	-	-	-	-	-
6. Mexico .....	9.802	-	.706	.013	.350	688.286	-
7. United States .....	52.512	43.436	1.771	30.123	13.631	1,567.852	.792
8. Venezuela .....	2.410	-	-	-	-	-	-
9. Netherlands West Indies .....	21.152	1.055	-	-	-	-	-
10. Trinidad and Tobago .....	1.460	-	-	-	-	-	-
<b>TOTALS</b>	<b>92.186</b>	<b>44.517</b>	<b>2.570</b>	<b>31.094</b>	<b>14.006</b>	<b>2,258.634</b>	<b>.884</b>

### 3. ASIA AND OCEANIA

<i>Country or territory</i>	<i>Raw opium</i>	<i>Prepared opium</i>	<i>Morphine</i>	<i>Heroin</i>	<i>Cocaine</i>	<i>Indian hemp</i>	<i>Miscellaneous</i>
1. Australia .....	24.655	26.337	.003	.006	-	1.587	-
2. Burma <sup>a</sup> .....	828.474	11.784	-	-	.025	409.061	-
3. Ceylon .....	2.155	-	-	-	-	161.897	-
4. India <sup>b</sup> .....	4,181.707	-	-	-	-	6.546	-
5. Indonesia .....	68,690	17.790	.806	-	-	17.200	-
6. Iran .....	6,951.067	937.289	-	-	-	-	-
7. Iraq .....	31.172	-	-	-	-	21.397	-
8. Israel .....	.144	-	-	-	.239	142.241	-
9. Japan .....	101.371	.376	2.203	2.762	3.433	-	2.730
10. New Zealand .....	-	2.400	-	-	-	-	-
11. Pakistan <sup>a</sup> .....	2.950	-	-	-	-	-	-
12. Philippines .....	-	.432	.014	-	.002	-	-
13. Thailand <sup>a</sup> .....	2,893.010	468.380	.120	-	-	-	-
14. Transjordan .....	.081	-	-	-	-	12.411	-
15. Aden .....	9.000	-	-	-	-	5.000	-
16. Brunei .....	.119	.041	-	-	-	-	-
17. Cyprus .....	-	-	-	-	-	.900	-
18. Federation of Malaya .....	753.641	125.715	.001	-	-	5.299	-
19. Fiji Islands .....	-	-	-	-	-	.200	-
20. French India .....	3.788	-	-	-	-	.049	-
21. French Indochina .....	285.000	44.000	-	-	-	-	-
22. Hong Kong .....	1,150.000	34.000	2.800	35.000	-	-	-
23. North Borneo .....	.003	.890	-	-	-	-	-
24. Portuguese India .....	-	-	-	-	-	.385	-
25. Sarawak .....	-	30.213	-	-	-	-	-
26. Singapore .....	2,144.000	140.200	.300	-	.700	2.000	-
TOTALS	19,431.027	1,839.847	6.247	37.768	4.399	786.173	2.730

<sup>a</sup> Figures incomplete, include all seizures reported under article 23 of the 1931 Convention.

<sup>b</sup> Opium figure provisional; figure for Indian hemp includes seizures reported under article 23 of the 1931 Convention.

### 4. AFRICA

<i>Country or territory</i>	<i>Raw opium</i>	<i>Prepared opium</i>	<i>Morphine</i>	<i>Heroin</i>	<i>Cocaine</i>	<i>Indian hemp</i>	<i>Miscellaneous</i>
1. Egypt .....	6,118.420	-	-	4.019	.361	14,983.099	23.096
2. Anglo-Egyptian Sudan .....	.783	-	-	-	-	111.934	-
3. Basutoland .....	-	-	-	-	-	412.767	-
4. Madagascar .....	4.450	-	-	-	-	-	-
5. Mauritius .....	-	.114	-	-	-	124.421	-
6. Morocco (French) .....	-	-	-	-	-	7,651.000	-
7. Swaziland .....	-	-	-	-	-	4,590.752	-
8. Tunisia .....	2.740	-	.001	.226	.001	323.085	-
9. Uganda .....	-	-	-	-	-	1.446	-
10. Zanzibar .....	.035	-	-	-	-	1.270	-
TOTALS	6,126.428	.114	.001	4.245	.362	28,199.774	23.096
WORLD TOTALS	25,826.203	1,887.122	21.447	107.209	30.356	31,521.048	162.862

ORIGIN OF RAW OPIUM SEIZED DURING 1949

Country and/or territory	Total quantity seized	Country of origin <sup>a</sup>										Origin unknown (Per cent of total)	No information (Per cent of total)	
		Burma	China	India	Iran	Mexico	Turkey	Mixed	Malaya	Thailand	Hong Kong			
1 Austria	6 953	-	-	-	-	-	-	-	-	-	-	-	-	6 955 (100)
2 France	18 960	-	-	-	-	-	-	-	-	-	-	-	-	18 960 (100)
3 Germany (British Zone)	23 132	-	-	-	-	-	-	-	-	-	-	-	23 132 (100)	
4 Germany (French Zone)	3 500	-	-	-	-	-	-	-	-	-	-	-	-	3 500 (100)
5 Germany (United States Zone)	36 915	-	-	-	-	-	-	-	-	-	-	-	-	36 915 (100)
6 Italy	3 621	-	-	-	-	-	-	-	-	-	-	-	-	3 621 (100)
7 Netherlands	24 346	-	-	-	2 400	-	(4 000)	12 280 <sup>b</sup>	-	-	-	-	-	5 666 (23 3)
8 Turkey	17 123	-	-	-	-	-	-	17 123	-	-	-	-	-	-
9 United Kingdom	42 010	-	-	-	-	-	-	12 750	-	-	-	-	-	29 260 (69 6)
10 Canada	1 395	-	-	-	-	-	-	-	-	-	-	-	-	1 395 (100)
11 Chile	1 500	-	-	-	-	-	-	-	-	-	-	-	-	1 500 (100)
12 Colombia	328	-	-	-	-	-	-	-	-	-	-	-	-	328 (100)
13 Cuba	027	-	-	-	-	-	-	-	-	-	-	-	-	027 (100)
14 El Salvador	1 600	-	-	-	-	-	-	-	-	-	-	-	-	1 600 (100)
15 Mexico	9 802	-	-	-	-	9 802	-	-	-	-	-	-	-	-
16 United States of America	52 512	-	907	5 537	23 492	2 764	4 393	-	-	-	-	-	-	15 419 (29 3)
17 Venezuela	2 410	-	-	-	-	-	-	-	-	-	-	-	-	2 410 (100)
18 Netherlands West Indies	21 152	-	-	-	-	-	-	-	-	-	-	-	-	21 152 (100)
19 Trinidad and Tobago	1 460	-	-	-	-	-	-	-	-	-	-	-	-	1 460 (100)
20 Australia	24 655	-	-	(19 210)	-	-	-	-	-	-	-	-	-	5 445 (22 1)
21 Burma	828 474 <sup>c</sup>	135 980	448 671	12 469	-	-	-	-	-	1 807	-	-	26 935 (3 2)	201 624 (24 3)
22 Ceylon	2 155	-	-	-	-	-	-	-	-	-	-	-	-	2 155 (100)
23 India	4,181 707	-	-	(4,177 464)	-	-	-	-	-	-	-	-	-	-
24 Indonesia	68 690	-	-	4 243	-	-	-	-	(40 400) 960	2 181	(1 900)	2 730 (3 9)	-	20 518 (29 8)
25 Iran	6,951 067	-	-	-	(6,951 067)	-	-	-	-	-	-	-	-	-
26 Iraq	31 172	-	-	-	31 172	-	-	-	-	-	-	-	-	-
27 Israel	144	-	-	-	-	-	-	-	-	-	-	-	-	144 (100)
28 Japan	101 371	-	-	-	-	-	84 592	-	-	-	-	-	-	16 779 (16 5)
29 Pakistan	2 950	-	-	-	-	-	-	-	-	-	-	-	-	2 950 (100)
30 Thailand	2 893 010	-	-	-	-	-	-	-	-	-	-	-	-	2 893 010 (100)
31 Transjordan	081	-	-	-	-	-	-	-	-	-	-	-	-	081 (100)
32 Aden	9 000	-	-	-	(9 000)	-	-	-	-	-	-	-	-	-
33 Brunei	119	-	-	-	-	-	-	-	-	-	-	-	-	119 (100)
34 Federation of Malaya	753 641	-	-	-	-	-	-	-	-	(753 641)	-	-	-	-
35 French India	3 788	-	-	-	-	-	-	-	-	-	-	-	-	3 788 (100)
36 French Indochina	285 200	-	-	-	-	-	-	-	-	-	-	-	-	285 200 (100)
37 Hong Kong	1 150 000	-	(518 842)	-	-	-	-	-	-	-	-	-	61 319 (53 3)	259 500 (22 5)
38 North Borneo	003	-	310 338	003	-	-	-	-	-	-	-	-	-	-
39 Singapore	2 144 000	(70 760)	(1,112 753) 92 986	(21 319)	-	-	-	391 223 <sup>d</sup>	-	-	d	-	-	454,959 (2 1)
40 Egypt	6,118 420	-	-	-	-	-	(705 078)	-	-	-	-	-	-	5,413 342 (8 8)
41 A E Sudan	783	-	-	-	-	-	-	-	-	-	-	-	-	783 (100)
42 Madagascar	4 450	-	-	-	-	-	-	-	-	-	-	-	-	4 450 (100)
43 Tunisia	2 740	-	-	-	-	-	-	-	-	-	-	-	-	2 740 (100)
44 Zanzibar	035	-	-	-	-	-	-	-	-	-	-	-	-	035 (100)
PERCENTAGE	100	0 8	9 6	16 4	27 2	0 1	3 2	1 5	0 2	2 9	-	0 4	-	37 7
TOTAL	25 826 203	135 989 (70 760)	852 902 (1,631 595)	22 252 (4 217 993)	57 064 (6 960 067)	12 566	118 838 (709 078)	403 503	960 (40 400)	3 988 (753 641)	(1 900)	115 576	-	9,717 111

<sup>a</sup> When the country of origin was only suspected, the figures appear in brackets and have been totalled separately (see bottom of each column)

<sup>b</sup> 12 kg 280 gr of opium of Iranian and Iraqi origin were confiscated There was no indication as to how it was sub divided

<sup>c</sup> Of this quantity 979 grammes originated from licit channels

<sup>d</sup> 391 kg 223 gr of opium of Chinese and Thai origin were confiscated There was no indication as to how it was sub divided



#### D. Analysis of the illicit traffic in 1949 and the first nine months of 1950 communicated by the United States of America

Study of the illicit traffic reflects that the principal sources of supply are Italy, Turkey, Iran, India, Mexico, France,<sup>1</sup> China, and Hong Kong. They were joined by Thailand whose soft metal tubes of monopoly opium were seized on several occasions.

It is reported on excellent authority that large quantities of heroin are being smuggled out of Italy and Trieste to the United States. This heroin is said to be diverted from licit channels. Recently military authorities in Trieste seized 5 kilograms (11 pounds, 160 grains) of heroin diverted from a pharmacy and arrested several persons. An American seaman was arrested in Trieste a very short while ago in possession of narcotic administration equipment. His source of supply, one Leo Russello, had purchased in the black market, during April and May 1950, 100 ampoules of morphine and heroin. As a result of the seizure made in Trieste, investigations in Italy by Italian authorities brought about the additional seizure of 5 kilograms of heroin. The heroin seized in Trieste and in Italy bore the labels of the Schiapparelli pharmaceutical firm. Although it has not been indicated yet that this firm is violating the local narcotic laws, it is evident that it is dispensing heroin rather indiscriminately. The label of the Schiapparelli firm has appeared in a seizure of heroin in the United States on 28 June 1948, on the American steamship *Marine Perch*.

It is considered now that Italy is the major source of supply of heroin which is smuggled into the United States.

##### TURKEY

Heroin is being smuggled into the United States in increasing quantities and is causing a spread of heroin addiction. According to best-informed sources, a large part of this heroin originates in Istanbul. The seizure by Turkish police of several clandestine heroin laboratories confirms this information. It is reported that Turkish heroin is not smuggled in large quantities direct to the United States by seamen, but that it is carried across the Turkish-Syrian border to Beirut, Lebanon, and shipped to this country from that point.

In 1949, Turkish authorities seized 73 kilograms, 813 grams (162 pounds, 11 ounces, 286 grains) of heroin and, in the first four months of 1950, had already seized 13 kilograms, 478 grams (29 pounds, 11 ounces, 148 grains).

##### THAILAND

Although no seizure reports have been submitted by the Thailand Government, the Bangkok English language Press has reported heavy seizures of raw opium. These clippings presented a most alarming situation in regard to the opium situation in Thailand. The traffic was not confined to smuggling of raw opium into the country, but there was evidence that much opium was grown in the country and quite a bit smuggled out to Singapore. There were six seizures in ton lots, totaling 29 tons (63,933 pounds, 15 ounces, 298 grains), and three seizures in kilogram lots, totaling 475 kilograms (1,047 pounds, 2 ounces, 325 grains). One seizure consisted of 410 kilograms (903 pounds, 13 ounces, 433 grains). It was reported that 200 armed Yunnanese smuggled 8 tons (17,636 pounds, 9 ounces, 63 grains) of raw opium into Thailand.

<sup>1</sup> See second sentence of paragraph 37 of this report and also the following statement made by the representative of the United States of America at the 104th meeting of the Commission (E/CN.7/SR.104): "...The report (E/CN.7/213) should not have referred to France as a source of supply but merely as a country through which narcotic drugs passed in transit."

When a consignment of raw opium arrived in Bangkok, it was found to be short 10 tons (22,046 pounds). Opium was generally smuggled in large oil tins. Four hundred of these tins were seized on one occasion, and 200 on another. A seizure was made of forty kerosene tins of purported raw opium which turned out to be black mud. It was believed that this manoeuvre was made by the smugglers to test the alertness of Customs. On 17 September 1949, the Opium Monopoly was re-established and additional inspectors added to the force. About 10,000 of the existing 40,000 addicts have registered. Under the new law, opium dens are allowed about 20 per cent less opium. Thailand should be urged to submit seizure reports to the Secretary-General of the United Nations. It would appear that the opium situation there is completely out of hand.

##### EGYPT

The tremendous flow of Turkish opium and Syrian hashish into Egypt, via Lebanon and Transjordan, is of grave concern. It was stated above that in Egypt from 1 January through 30 November 1949, 3,500 kilograms (7,716 pounds, 2 ounces, 315 grains) of raw opium and 15,500 kilograms (34,171 pounds, 9 ounces, 245 grains) of hashish were seized. On 29 October 1949, 600 kilograms (1,322 pounds, 11 ounces, 388 grains) of hashish valued at \$230,441 were seized. The covers bore labels such as "Hashish om Kalsoum", "Hitler", "Mussolini", and "Atomic Bomb". The Port Said coast guard had to use force to apprehend two women drug smugglers who resisted arrest. When a British film company went on location in Egypt using camels to participate in a drug smuggling scene, one of the camels and its conductor disappeared. Later the coast guard apprehended the driver and found several kilograms of hashish under the camel's mounting. The coast guard said they arrested him because he was playing his part too well.

##### BURMA

The continued flow of raw opium and ganja into Burma from China, the Shan States, and India is disturbing. It is reported also that certain unadministered States are capable of producing about 58 tons (127,867 pounds, 15 ounces, 159 grains) of opium annually. The export of opium from Burma is not considered legal. It is believed, however, that a considerable quantity of opium from China and India passes illegally through Burma to other markets.

##### UNITED STATES OF AMERICA

Raw opium seizures decreased in quantity from 2,388 ounces (66 kilograms, 289 grams), in 1948 to 1,852 ounces (52 kilograms, 512 grams), in 1949.

Prepared opium seizures amounted to 1,532 ounces (43 kilograms, 436 grams), in 1949, compared with 1,211 ounces (34 kilograms, 336 grams), in 1948.

Morphine seizures amounted to 62 ounces (1 kilogram, 771 grams), in 1949, compared to 74 ounces (2 kilograms, 95 grams), in 1948.

Heroin seizures were 1,063 ounces (30 kilograms, 123 grams), in 1949, compared with 994 ounces (28 kilograms, 194 grams), in 1948.

Cocaine seizures were 481 ounces (13 kilograms, 631 grams), in 1949, compared to 209 ounces, 431 grains (5 kilograms, 954 grams), in 1948.

Marihuana seizures were 54,665 ounces (1,549 kilograms, 772 grams), in 1949, in comparison with 50,998 ounces (1,445 kilograms, 810 grams), in 1948.

Customs seizures of heroin in 1949 amounted to 248 ounces (7 kilograms, 18 grams). However, there appeared to be a plentiful supply of heroin available throughout the country. The most disturbing aspect of this situation is the fact that the highly adulterated heroin is disappearing, and some heroin seized during the year was in a practically "pure" state. The strength of the heroin seized in the internal traffic generally was found to be about 76 per cent.

Customs seizures of cocaine in 1949 were 28 ounces (789 grams) out of the 481 ounces (13 kilograms, 631 grams), throughout the country. The heaviest flow of cocaine was from Peru during the first half of the year. Toward the end of the year cocaine became somewhat scarcer and more expensive. However, it is believed that Peruvian cocaine is being smuggled into the United States from both Peru and Chile.

From the above figures, it is evident that a considerable quantity of smuggled raw opium has escaped into the illicit internal traffic.

Cannabis seizures were a little higher than in 1948, and the quantity seized during these two years was amazing. Practically all of it had its origin in Mexico.

#### CHINA

In September 1949 it was reported from Shanghai that Chinese communists, in desperate need of money, were reviving Jehol and other Manchurian opium production for possible reopening of the Tientsin dens. Such a scheme would, if true, be a potential source of smuggling from Tientsin to the United States.

It is reported also that Chinese authorities are marketing large quantities of raw opium abroad. The ringleaders are attempting to remain out of the picture. From the account given of raw opium seizures in Burma, it is quite evident that very large quantities of raw opium are smuggled into that country from China.

#### THE PHILIPPINES

Reports received indicate that there is a considerably successful traffic in smuggling opium and other drugs into the Philippines. Since the Philippine Government has not submitted seizure reports for 1949 and 1950, this cannot be verified. In 1948, the Philippine authorities reported that only 4,026 kilograms (8 pounds, 14 ounces, 4 grains) of prepared opium and quite small quantities of other drugs had been seized, in comparison with 468 kilograms (1,031 pounds, 11 ounces, 364 grains) of prepared opium seized in 1938. Pre-war seizures in the Philippines were very heavy. Seizures of opium have been made in 1950, but the quantity has not been given.

#### IRAN

The Iranian Government has failed to carry out its decree to prohibit the cultivation of opium in 1949. In fact, opium was planted in that year and it was estimated the crop would yield from 1,500 to 2,000 metric tons, the highest on record. It was believed that the 1950 harvest may exceed 1,000 metric tons. Regarding the illicit traffic, the rumour that opium is being smuggled into the USSR appears unfounded. The real truth seems to be that a well-organized ring is smuggling opium into Afghanistan, and that some opium is smuggled into Iran from Afghanistan. It was reported that the Iranian Government collected 200 metric tons of opium juice from the 1949 harvest, leaving about 800 metric tons to be consumed domestically or diverted into illicit channels. A later report states that, from March 1949 to 1950, 196 tons of opium juice were collected, a decline due to agricultural pests.

Although hemp is a crop of very little importance in Iran, there are several concoctions made from the leaves of the plant known as "chars" and "bang" (probably taken from the Indian charas and bhang), which are smoked in pipes mixed with tobacco. Hashish is often mixed with opium and smoked, which results in a powerful intoxicant called "Spirit of the Devil".

#### KOREA

Opium smoking has long been a habit in Korea and recently many Koreans have acquired the morphine habit. It is roughly estimated that there are about 60,000 addicts in South Korea alone. Large numbers of opium and morphine addicts are among the refugees from North Korea, Manchuria, and China. On 24 June 1947, the South Korean Interim Government established a narcotics control section in the national Public Health Department. Its operation is becoming more and more effective and the narcotic traffic has been cut down tremendously. Opium is smuggled into South Korea from China and there is some clandestine cultivation of the opium poppy.

#### ETHIOPIA

Some cannabis is grown in the Province of Harar to supply hashish to which many of the Natives are addicts.

#### CEYLON

The Ceylon Government since independence has exercised control of the importation and sale of opium to addicts. The present annual requirements run to 200 (90 kilograms, 721 grams), or 250 pounds (113 kilograms, 401 grams). However, the addicts, most of whom are old men and women, consider this inadequate and are desperate. Naturally this encourages smuggling from India.

#### LIBERIA

It is reported that "Kruboys" out of Liberia obtain dagga at West African ports and sell it in Monrovia to Liberians and seamen calling there. A considerable quantity of dagga is seized in the United States on vessels coming from Liberian, West African, and South African ports.

#### INDIA

The All-India Opium and Excise Conference was concluded in August 1949. It decided that except for strictly medical and scientific purposes, consumption of opium should be stopped throughout the country in the shortest possible time, this period not to exceed 10 years. It was decided also that each Indian Province should bring the *per capita* consumption of opium down to the limit prescribed by the League of Nations.

On 6 April 1950, the governor of Bombay announced the total prohibition of alcohol and narcotic drugs.

#### PAKISTAN

According to reports, the narcotic traffic in Pakistan moves from the Northwest Frontier Provinces and Afghanistan through the Punjab toward the Calcutta area. Prior to partition, the traffic was in the hands of large, well-organized syndicates which broke down, and the traffic fell into the hands of individuals. However, there are now signs the smugglers are becoming better organized. There is no indication that drugs are moving from the Northwest to Karachi, and it is believed that narcotics reach Karachi from Calcutta. Most of the opium, charas and morphine appear to arrive from Afghanistan and the Tribal areas, rather than Sinkiang.

An old cocaine ring appears to have been broken up. The Pathan smugglers are tough and suppression of the illicit traffic is dangerous.

During July 1950 it has been reported that thousands of tolas of charas and opium of Afghan origin have been seized. It is reported that women are now smoking charas. An estimate is that 90 out of every 100 persons crossing into Pakistan from Afghanistan smuggle opium or charas.

#### GREECE

A small quantity of hashish was produced in Greece before the last war, although its cultivation was prohibited. However, the main supply of hashish was smuggled into Greece from Yugoslavia and Turkey. During the war, this smuggled supply practically ceased. After the war, in bandit territory, production has increased up to between 70 and 100 okas. Hashish is cultivated only in Northern Greece and Western Macedonia on a large scale. Salonika is the main centre for hashish distribution.

It is alleged that six smugglers were arrested in Salonika very recently and accused of smuggling 3.5 okas of hashish into the United States.

Most of the hashish users in Greece are Greeks born in Turkey. They smoke the hashish in cigarette form, but a few hashish pipes have been seized.

It is believed that with the return of normal times, traffic in hashish in Greece will be stamped out.

In Greece cannabis is ground and then pulverized, and then placed between layers of wet paper. It is then pressed with a hot iron. The package, about 1 inch thick, is next pressed down by foot until the package is cooled. The process is repeated until the desired hard slab is achieved. When the operation is completed, the so-called hashish is about half an inch thick. The resulting cannabis slab would not appear to be true hashish, but a compressed cannabis somewhat similar to "flat ganja".

#### ISRAEL

There is a heavy flow of hashish from Syria and Lebanon into Israel en route to Egypt. Israeli authorities recently seized 66 kilograms (145 pounds, 8 ounces, 34 grains) of hashish. The climates of Transjordan and Israel are not considered suitable for the planting of hashish.

#### SYRIA

In 1950, authorities destroyed 130,000 square metres of growing hashish.

#### LEBANON

Three million, five hundred thousand square metres of hashish were destroyed in Lebanon in 1950.

#### SOUTH AFRICA

Dagga smoking is most prevalent among the younger poor element in Natal. Seventy-five per cent of the youthful inmates of the local jail are dagga smokers and would prefer dagga to food. These addicts are Natives in most instances.

#### HONG KONG

The Hong Kong Press reported in October 1950 that 100 cases of raw opium had been shipped from Kunning to Canton for sale in Hong Kong and Macao; further, that 16 tons of opium had been flown into Hong Kong in

December 1949 in 4-ton lots. Several brands of opium are being offered in Hong Kong, such as "Camel", "Golden Chicken", and "Bee".

#### MEXICO

Max Cossman, with aliases, notorious American narcotic trafficker, who was serving a six-year sentence for narcotic trafficking and carrying concealed weapons, has escaped from jail and is at present the subject of search by several countries.

#### BOLIVIA

It is alleged that a narcotic syndicate in Bolivia is operating a clandestine and camouflaged cocaine factory producing \$60,000 worth of cocaine daily.

#### JAPAN

Former licit channels continue to be the main source of supply of the traffic in Japan. The habit of smoking heroin cigarettes has spread.

#### PERU

As of 15 June 1949, information was received that there was a huge narcotic ring operating between Peru and Panama. A number of persons were involved. It is reported also that there is considerable narcotic traffic between Peru, Ecuador, and Chile. Cuban authorities report that Peruvian cocaine is smuggled into Havana. The Peruvian authorities, in a campaign to stamp out the cocaine traffic to the United States, arrested a number of prominent persons and closed several factories.

#### SUMMARY

It would appear that the principal sources of illicit raw opium are Iran, Thailand, Turkey, China, Mexico, and India, and the principal victim countries are the United States, Egypt, Burma, and Ceylon. Italy and Turkey have become the principal sources of illicit heroin for many parts of the world, the United States being the principal victim country.

Apparently, the Egyptian authorities have done a wonderful job in making such large seizures of opium and hashish from Turkey and Syria, but the fact remains that an enormous quantity escapes the vigilance of coast guard and reaches the illicit traffic in Egypt. Also there are indications of clandestine planting of opium poppies and cannabis in Egypt.

Syria is not only a transit route of raw opium from Turkey to Egypt, but is also a major producer of hashish, most of which is smuggled from Syria to Egypt, either by the land route in Lebanon, or by sea to Transjordan and from that country by land to Egypt.

The situation in Thailand, outlined above, is of the gravest importance and should be examined carefully.

The Mexican Government is to be congratulated again for its all-out opium poppy destruction campaigns. However, the marihuana situation in that country has not improved. Enforcement officers along the Mexican Border report rumors that during 1950 a tremendous crop of opium poppies and marihuana will be planted.

The situation in the United States is concerned chiefly with smuggling of prepared opium from Mexico, cocaine from Peru, heroin from Italy and Turkey and the Mediterranean countries, and raw opium from Turkey, Iran, India, and Mexico. With the limited forces available in the interior and at seaports and borders, it is difficult to combat this large-scale smuggling and distribution.

## **E. Proposal for an international monopoly of opium alkaloids**

(Submitted by the representative of France on the Joint Committee of the Principal Opium-producing Countries and of the Principal Drug-manufacturing Countries)

1. After the discussions held at the opening of the second part of the first session of the Joint Committee, it became apparent that a constructive agreement could not be reached on the following points:

(a) The fixing of the price of opium;

(b) The adjustment of opium prices to meet the competition from countries which manufacture alkaloids from poppy straw; and

(c) The export of alkaloids by the opium-producing countries.

2. In order to solve these problems, and more especially with a view to ensuring that the proposed objectives of the International Opium Monopoly would be completely attained, the representative of France proposed that an alkaloids monopoly should be set up side by side with the Opium Monopoly.

3. In his view, the establishment of an alkaloids monopoly would provide safeguards with regard to the supervision of the traffic in narcotics and would considerably

simplify the technical problems involved. He felt that under present conditions this was the only feasible solution.

4. In his opinion, the following points should be embodied in the instrument setting up an alkaloids monopoly side by side with the International Opium Monopoly:

(a) An international monopoly of opium alkaloids shall be set up simultaneously with the International Opium Monopoly for the purpose of distributing opium alkaloids to all countries other than manufacturing countries;

(b) The alkaloids monopoly shall be the exclusive supplier of opium alkaloids to all Parties to the Interim Agreement which need to import the said alkaloids;

(c) Importers shall be required to place their orders within the limits of the "estimates"; and

(d) The alkaloids monopoly shall be supplied exclusively by manufacturers in countries producing opium alkaloids from opium, in accordance with quotas fixed for each of the alkaloids respectively.