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φ 28 *Barbados etc.*



UNITED NATIONS

# COMMISSION ON NARCOTIC DRUGS

## REPORT OF THE SIXTEENTH SESSION

(24 APRIL — 10 MAY 1961)

ECONOMIC AND SOCIAL COUNCIL

OFFICIAL RECORDS: THIRTY-SECOND SESSION

SUPPLEMENT No. 9

GENEVA

## CONTENTS

<i>Chapter</i>	<i>Paragraphs</i>	<i>Page</i>
<b>I. Organizational and administrative matters.....</b>	<b>1-20</b>	<b>1</b>
Representation at the session.....	1-11	1
Opening and duration of the session.....	12	2
Election of officers.....	13	2
Adoption of the agenda.....	14-15	2
Report of the Commission to the Economic and Social Council on its sixteenth session. ....	16	3
Organization of the seventeenth session of the Commission.....	17-19	3
Place of meeting of the seventeenth session of the Commission.....	20	3
<b>II. Implementation of the treaties and international control .....</b>	<b>21-70</b>	<b>4</b>
Report of the Division of Narcotic Drugs.....	21-23	4
List of drugs under international control.....	24-27	4
Ratifications, acceptance, accessions and declarations concerning the multilateral treaties on narcotic drugs .....	28-31	4
Annual reports of governments made in pursuance of article 21 of the 1931 Convention .....	32-36	5
Manufacture of narcotic drugs.....	37-38	5
List of national authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs.....	39-40	5
National laws and regulations communicated under the international treaties on narcotic drugs .....	41-43	6
Control of "precursor" materials of synthetic narcotic drugs.....	44-47	6
Report of the Permanent Central Opium Board.....	48-52	6
Statement of the Drug Supervisory Body.....	53-61	7
Report of the Expert Committee on Addiction-producing Drugs of the World Health Organization .....	62-70	7

*(Continued on page iii of cover)*

### NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

E/3512  
E/CN.7/411

## CONTENTS (continued)

<i>Chapter</i>	<i>Paragraphs</i>	<i>Page</i>
<b>III. Illicit traffic</b> .....	71-126	8
Introduction .....	71-73	8
Review of the illicit traffic .....	74-126	9
I. General considerations .....	74-84	9
II. The situation as regards individual drugs .....	85-126	13
<b>IV. Abuse of drugs (drug addiction)</b> .....	127-149	18
<b>V. Opium and opiates (including scientific research on opium)</b> .....	150-159	22
<b>VI. The question of the coca leaf</b> .....	160-174	23
<b>VII. The question of cannabis (including scientific research on cannabis)</b> .....	175-189	25
Medical use of cannabis .....	175-178	25
The cannabis situation in general and in individual countries and territories .....	179-185	25
Scientific research on methods of identification of cannabis .....	186-189	26
<b>VIII. The question of synthetic narcotic drugs</b> .....	190-199	27
<b>IX. Other substances</b> .....	200-208	28
Questions relating to the control of other substances (barbiturates, tranquillizers, amphetamines, etc.) .....	200-206	28
The question of khat .....	207-208	29
<b>X. The Single Convention on Narcotic Drugs, 1961</b> .....	209-222	29
<b>XI. Technical assistance for narcotics control</b> .....	223-244	31
<b>XII. Programme and priorities in the field of narcotic drugs; control and limitation of documentation</b> .....	245-252	33
Programme and priorities in the field of narcotic drugs .....	245-249	33
Control and limitation of documentation .....	250-252	34
<b>XIII. Resolutions for action by the Economic and Social Council</b> .....		34
<b>XIV. Decisions of the Commission other than resolutions I (XVI)—3 (XVI)</b> .....		35

## ANNEXES

I. List of resolutions adopted by the Commission .....	37
II. List of documents relevant to the report of the Commission .....	37



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## ABBREVIATIONS

The following abbreviations are used throughout the text:

<i>Abbreviation</i>	<i>Full title</i>
DSB .....	Drug Supervisory Body
PCOB .....	Permanent Central Opium Board
ILO .....	International Labour Organisation
FAO .....	Food and Agriculture Organization
UNESCO .....	United Nations Educational, Scientific and Cultural Organization
WHO .....	World Health Organization
LAS .....	League of Arab States
ICPO .....	International Criminal Police Organization
IFWL .....	International Federation of Women Lawyers
EPTA .....	Expanded Programme of Technical Assistance
1912 Convention .	International Opium Convention signed at The Hague on 23 January 1912
1925 Convention .	International Opium Convention signed at Geneva on 19 February 1925, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946
1931 Convention .	Convention for limiting the manufacture and regulating the distribution of narcotic drugs, signed at Geneva on 13 July 1931, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946
1936 Convention .	Convention for the suppression of the illicit traffic in dangerous drugs, signed at Geneva on 26 June 1936, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946
1946 Protocol ....	Protocol amending the Agreements, Conventions and Protocols on Narcotic Drugs concluded at The Hague on 23 January 1912, at Geneva on 11 February 1925 and 19 February 1925 and 13 July 1931, at Bangkok on 27 November 1931 and at Geneva on 26 June 1936, signed at Lake Success, New York, on 11 December 1946
1948 Protocol ....	Protocol bringing under international control drugs outside the scope of the Convention on 13 July 1931 for limiting the manufacture and regulating the distribution of narcotic drugs, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946
1953 Protocol ....	Protocol for limiting and regulating the cultivation of the poppy plant, the production of, international and wholesale trade in, and use of opium, signed at New York on 23 June 1953.
1961 Convention .	Single Convention on Narcotic Drugs, 1961

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Previous reports of the Commission on Narcotic Drugs to the Economic and Social Council are referred to as " Reports, . . . session ". These reports have all been published as supplements to the *Official Records of the Economic and Social Council*, and may be identified as follows:

Tenth session.....	E/2768/Rev.1/E/CN.7/303/Rev.1
Eleventh session.....	E/2891:E/CN.7/315
Twelfth session.....	E/3010/Rev.1:E/CN.7/333/Rev.1
Thirteenth session....	E/3133:E/CN.7/354
Fourteenth session....	E/3254:E/CN.7/376
Fifteenth session.....	E/3385:E/CN.7/395



COMMISSION ON NARCOTIC DRUGS

Report to the Economic and Social Council on the sixteenth session of the Commission, held in Geneva from 24 April to 10 May 1961

CHAPTER I

ORGANIZATIONAL AND ADMINISTRATIVE MATTERS

Representation at the session <sup>1</sup>

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

Canada .....	Mr. K. C. Hossick; Mr. R. Tait (Adviser).
China .....	Mr. C. K. Liang; Mr. Y. Wu (Adviser).
France .....	Dr. J. Mabileau; Mr. R. Establie (Alternate).
Hungary .....	Mr. Imre Vértes; Mr. J. Benyi (Alternate).
India .....	Mr. V. T. Dehejia; Mr. R. K. Anand (Adviser).
Iran .....	Mr. A. A. Zonouzi.
Mexico .....	Mr. G. Lucio; Mrs. Paula Alegria (Alternate).
Netherlands .....	Mr. A. Krusse.
Peru .....	Mr. R. Pereira.
Turkey .....	Mr. M. Ozköl; Mr. S. Aça (Alternate); Mr. R. Olgun (Alternate).
Union of Soviet Socialist Republics .....	Mrs. V. V. Vassilieva.
United Arab Republic .....	Mr. Amin Ismail; Mr. A. M. El Akkad (Alternate); Mr. A. El Hadka (Alternate).
United Kingdom of Great Britain and Northern Ireland .....	Mr. T. C. Green.
United States of America .....	Mr. A. G. Flues; Mr. W. L. Speer (Principal Adviser); Mr. J. T. Cusack (Adviser); Mr. E. J. Rowell (Adviser).
Yugoslavia .....	Mr. D. Nikolic.

2. At the invitation of the Commission, the following States sent observers to participate in its proceedings with particular reference to the agenda items shown:

State	Observers	Agenda item
Argentina ..	Mr. M. A. Càmpora	4, 8
Belgium ...	Mr. A. Declerck.....	11, 12
Bolivia .....	Mr. H. M. Córdova	4, 8, 13
Brazil .....	Mr. F. B. Franco-Netto	4, 9, 10
Burma .....	Mr. Sein Hla Oo	4, 13
Colombia ...	Mr. E. Arango	4, 8, 13
Denmark ...	Mr. Gunnar Hansen	5, 11
Ecuador ....	Mr. Ramón de Ycaza	4
Germany (Fed. Rep. of) .....	Mr. H. Danner	3, 5, 11, 12
Ghana .....	Mr. T. E. C. Sagoe	5
Greece ....	Mr. G. Panopoulos	4, 5, 6, 7, 8, 9, 10, 11, 12
Iraq .....	Mrs. Badiah Afnan	4
Israel .....	Mr. Nissim Yaish	4, 12
Italy .....	Mr. S. Annunziata Mr. G. Pruner	} 5, 6, 7, 9, 10, 11, 12
Japan .....	Mr. Y. Ushimaru Mr. K. Takahashi Mr. Katsuhiko Ichioka	
Morocco ...	Mr. B. Benchekroun Mr. A. Kjiri	} 4, 5, 9, 10, 13
Portugal ...	Mr. F. de Alcambar Pereira	
Spain .....	Mr. N. Diaz Lopez	4
Switzerland .	Mr. J.-P. Bertschinger	11, 12
Thailand ...	Mr. C. Posayanonda Mr. Y. Prabhavat Mr. S. Viseshsiri Mr. Y. Chinachoty	} 4, 13

<sup>1</sup> E/CN.7/SR.458.

3. The following States were also invited to send observers, but were not able to do so: Afghanistan, Cambodia, Cuba, Ethiopia, Jordan (Hashemite Kingdom of), Laos, Lebanon, Pakistan, Poland, Union of South Africa, Viet-Nam and Yemen.

4. The Commission thanked those governments which had sent observers to the sixteenth session and expressed regret that some countries had been unable to accept its invitation. (See also paragraph 77 below.)

5. The representative of the Union of Soviet Socialist Republics expressed regret that the People's Republic of China, a country which occupied nearly a quarter of the total land area of the globe and had a population of over 600 millions, was not represented on the Commission. The representative of Hungary deplored the fact that China was unable to participate in the campaign against narcotic drugs. The possibilities of increased international co-operation in that field were hampered by the fact that the Central People's Government of the People's Republic of China was not represented on the Commission. The representative of Yugoslavia urged that the Chinese seat on the Commission should be occupied by a representative of the Central People's Government of the People's Republic of China.

6. The representative of China stated that his Government was the only legitimate Government of China and was recognized as such by the United Nations. He found it regrettable that the representative of the USSR had once again raised a political issue in a functional commission. The General Assembly of the United Nations at its fifteenth session had rejected proposals to discuss the question of the representation of China and it was out of place for a body such as the Commission to touch upon it. The representative of the United States expressed regret that the question of Chinese representation had again been brought up; he stated that it was difficult to conceive how a representative of a government which, according to him, had consistently acted in a manner contrary to the principles of the United Nations could be admitted to a United Nations commission. The United States considered that no United Nations body should consider proposals to seat representatives of a regime which consistently and deliberately acted in opposition to and contempt for the principles of the United Nations.

7. The World Health Organization (WHO) was represented by Dr. H. Halbach.

8. The Permanent Central Opium Board (PCOB) and the Drug Supervisory Body (DSB) were represented by Mr. L. Atzenwiler, Secretary of those organs, and Mr. P. Isoré, Deputy Secretary.

9. The Permanent Anti-Narcotics Bureau of the League of Arab States (LAS) was represented by Mr. Abdel Aziz Safwat.

10. The International Criminal Police Organization (ICPO) and the International Federation of Women Lawyers (IFWL), non-Governmental organizations in consultative status, Category B, were represented by

Mr. J. Nepote and Lady Gladys M. Chatterjee, respectively.

11. At the opening meeting of the session, Mr. P. P. Spinelli, Director of the European Office of the United Nations, represented the Secretary-General and welcomed representatives and observers on his behalf. Thereafter during the session at other meetings, Mr. G. E. Yates represented the Secretary-General and, in his absence, Mr. A. Lande and Dr. J. Lucas.

#### **Duration of the session <sup>2</sup>**

12. The dates scheduled originally were 24 April to 12 May 1961; however, after discussion of a proposal by Iran to shorten the session,<sup>3</sup> the Commission decided to make 10 May the target finishing date. The session lasted from 24 April to 10 May 1961. Twenty plenary meetings were held (458th to 477th meetings).

#### **Election of officers <sup>4</sup>**

13. The Commission elected the following officers:

Chairman ..... Mr. K. C. Hossick (Canada).  
First Vice-Chairman .. Mr. M. Ozköl (Turkey).  
Second Vice-Chairman Mr. Amin Ismail (United Arab Republic).  
Rapporteur ..... Dr. J. Mabileau (France).

Mr. T. C. Green (United Kingdom) was elected Chairman of the Committee on Illicit Traffic.

#### **Adoption of the agenda <sup>5</sup>**

14. The Commission considered the provisional agenda<sup>6</sup> drawn up by the Secretary-General after consultation with the Chairman of the fifteenth session and in pursuance of the Commission's decision at that session to include certain items.<sup>7</sup> It adopted the following agenda:

1. Election of officers.
2. Adoption of the agenda.
3. Implementation of the narcotics treaties and international control
  - (i) Report of the Division of Narcotic Drugs;
  - (ii) Annual reports of Governments;
  - (iii) National laws and regulations;
  - (iv) Report of the Permanent Central Opium Board to the Economic and Social Council on the work of the Board in 1960;
  - (v) Estimated world requirements of narcotic drugs in 1961; statement of the Drug Supervisory Body;
  - (vi) Report of the WHO Expert Committee on Addiction-producing Drugs.
4. Illicit traffic; reports on the illicit traffic in 1960.

<sup>2</sup> E/CN.7/SR.458 and 477.

<sup>3</sup> E/CN.7/L.232.

<sup>4</sup> Agenda item 1 (E/CN.7/SR.458 and 477).

<sup>5</sup> Agenda item 2 (E/CN.7/SR.459 and 477).

<sup>6</sup> E/CN.7/396 and Add.1.

<sup>7</sup> Report, fifteenth session, paras. 20 and 21.

5. Abuse of drugs (drug addiction).
6. Opium and opiates.
7. Programme of scientific research on methods of determining the geographical origin of opium.
8. The question of the coca leaf.
9. The question of cannabis.
10. Programme of scientific research on methods of identification of cannabis.
11. The question of synthetic and other new drugs.
12. Questions relating to the control of other substances (barbiturates, tranquillizers, amphetamines, khat, etc.).
13. Technical assistance for narcotics control.
14. The Single Convention on Narcotic Drugs.
15. Programme and priorities in the field of narcotic drugs : control and limitation of documentation.
16. Report of the Commission on its sixteenth session.

15. On several occasions, the Commission's attention was drawn to the fact that relevant documents were not available simultaneously in all the working languages. It was reported that this was due to delays resulting from overburdened translation services. The question was raised whether the budget allocation for language services was adequate, and whether some remedy could not be sought to this situation so that delegates might have equal facilities in receiving and studying their documents in their own working language.

#### **Report of the Commission to the Economic and Social Council on its sixteenth session**

16. At its 477th meeting, the Commission decided unanimously to adopt the present report to the Council on its sixteenth session.

#### **Organization of the seventeenth session of the Commission<sup>8</sup>**

17. In order to facilitate planning for the seventeenth session, the Commission decided to include certain items in the provisional agenda for that session. This procedure is provided for under rule 6 of the rules of procedure of functional commissions,<sup>9</sup> which also provides that Members of the United Nations and Members of the specialized agencies, the General Assembly, the Economic and Social Council, the Security Council and the Trusteeship Council may propose additional items. The following items were included:

- (a) Implementation of the narcotics treaties and international control :
  - (i) Report of the Division of Narcotic Drugs;
  - (ii) Annual reports of governments;
  - (iii) National laws and regulations;
  - (iv) Report of the Permanent Central Opium Board;
  - (v) Statement of the Drug Supervisory Body;
  - (vi) Report of the WHO Expert Committee on Addiction-producing Drugs.
- (b) Illicit traffic.
- (c) Abuse of drugs (drug addiction).

<sup>8</sup> E/CN.7/SR.477.

<sup>9</sup> E/2425.

- (d) Opium and opiates.
- (e) Programme of scientific research on opium.
- (f) The question of the coca leaf.
- (g) The question of cannabis.
- (h) Programme of scientific research on cannabis.
- (i) The question of synthetic and other new narcotic drugs.
- (j) Barbiturates.
- (k) Questions relating to the control of other substances (tranquillizers, amphetamines, khat, etc.).
- (l) Technical assistance for narcotics control.
- (m) Preparation for coming into force of the 1961 Convention.

18. The Commission recommended that its Committee on Illicit Traffic should convene four working days in advance of the opening of the seventeenth session. It considered that a nucleus of representatives expected to attend should be nominated at the current session, although all members of the Commission who so desired should be entitled to participate and to vote. The members of the Committee nominated for 1962 are Canada, France, India, Iran, Mexico, Netherlands, Turkey, United Arab Republic, the United Kingdom and the United States.

19. The Commission decided to invite the following governments to be represented by observers at the seventeenth session during the discussion of the following items, and expressed the hope that they would all be able to accept:

*Illicit traffic* : Afghanistan, Argentina, Bolivia, Brazil, Burma, Colombia, Cuba, Greece, Iraq, Israel, Italy, Japan, Laos, Lebanon, Morocco, Pakistan, Portugal, Spain, Switzerland, Thailand and Viet-Nam.

These States were also invited to participate in the proceedings of the Illicit Traffic Committee.

*Abuse of drugs (drug addiction)* : Denmark, Federal Republic of Germany, Ghana, Greece, Italy, Japan and Morocco.

*Opium and opiates* : Afghanistan, Greece, Italy, Japan, Pakistan and Spain.

*Programme of scientific research on opium* : Afghanistan, Greece, Italy, Japan, Pakistan and Spain.

*The question of the coca leaf* : Argentina, Bolivia, Colombia.

*The question of cannabis* : Brazil, Greece, Italy, Lebanon, Morocco and Pakistan.

*Programme of scientific research on cannabis* : Brazil, Greece, Italy, Lebanon, Morocco and Pakistan.

*The question of synthetic and other new narcotic drugs* : Belgium, Denmark, Federal Republic of Germany, Greece, Israel, Italy, Japan and Switzerland.

*Barbiturates* : Belgium, Denmark, Federal Republic of Germany, Greece, Israel, Japan and Switzerland.

*Other substances* :<sup>10</sup> Belgium, Denmark, Federal Republic of Germany, Greece, Israel, Japan and Switzerland.

#### **Place of meeting of the seventeenth session of the Commission**

20. With reference to rule of procedure No. 3 there were no recommendations regarding the place of meeting of the seventeenth session.

<sup>10</sup> It was understood that in respect of the subject of khat, included in this item, Ethiopia and Yemen should also be invited if the report on khat from WHO (see paragraph 208 below) was ready.



## CHAPTER II

### IMPLEMENTATION OF THE TREATIES AND INTERNATIONAL CONTROL

#### Report of the Division of Narcotic Drugs<sup>11</sup>

21. The Commission considered the report of the Division of Narcotic Drugs<sup>12</sup> covering the period 16 March 1960 to 15 March 1961.

22. In addition to summarizing the division's work during the past year, the report explained the position with regard to implementation of the resolutions and other decisions on narcotics control addressed to governments by the Economic and Social Council and by the Commission, on the basis of replies received during the period under review.

23. The *Bulletin on Narcotics* was commended in the Commission for its usefulness and it was considered that this publication should retain, if not extend, its present scope. The hope was expressed that members would consider ways of increasing the geographical as well as the subject coverage of the *Bulletin*.

#### List of Drugs under International Control<sup>13</sup>

24. The Commission took note of the "List of drugs under international control".<sup>14</sup> This is a list of narcotic substances under international control (as of 25 January 1961) accompanied by certain fundamental data for each drug, in particular (i) the proposed or recommended international non-proprietary name or the name used in the international conventions; (ii) the chemical formula; (iii) whether the drug is a natural product, or derived from opium or coca leaf or whether it is produced synthetically; (iv) the instrument whereby the substance was brought under international control and the date of placing it under control; (v) the regime of control applicable to the substance under the 1925 and 1931 Conventions.

25. The list shows that seventy-nine narcotic drugs, among them fifty-one synthetic drugs, are at present under international control. During the last year, seven new drugs, six of them synthetic, have been added.

26. While the list reflects the present status of internationally controlled drugs, it is not identical with the schedules of the 1961 Convention. The latter contains at present, for example, the concentrate of poppy straw in schedule I and dextropropoxphene as well as norcodeine in schedule II.

27. It was noted that the concentrate of poppy straw included in schedule I of the 1961 Convention did not appear in the list. The Commission was informed that this does not mean that this concentrate was not at present under control, but only that it was considered as crude morphine with a definite percen-

tage of morphine and as such controlled. If as under the 1961 Convention the concentrate was to be considered a special drug different from morphine, the procedure under article I of the 1948 Protocol would have to be initiated to give the concentrate the position of a specific drug under international control.

#### Ratifications, acceptance, accessions and declarations concerning the multilateral treaties on narcotic drugs<sup>15</sup>

28. Developments which had occurred during the twelve months subsequent to 16 March 1960 in connexion with adherence to the international narcotic treaties<sup>16</sup> were examined together with the tabular statement on the "Status of Multilateral Narcotic Treaties".<sup>17</sup>

29. The Commission was informed that the Secretary-General had received a communication from the Permanent Representative of Iran to the United Nations which, referring to previous communications from Turkey and Yugoslavia<sup>18</sup> relating to the ratification by the Iranian Government of the 1953 Protocol, stated that Iran's ratification should be considered as a ratification by a producing State within the meaning of article 21, paragraph 1, of the Protocol ("Coming into force") and that this status could be altered only on Iran's request.

30. While it was generally recognized that the matter might have lost some of its importance in view of the adoption of the 1961 Convention which embodied several provisions of the 1953 Protocol, reference was made to the opinion of the Office of the Legal Counsel of the Secretariat given during the fourteenth session of the Commission<sup>19</sup> to the effect that Iran's ratification would be valid for the purposes of article 21. Some members of the Commission questioned whether a State which had prohibited production could still be considered as a producing State for the purposes of this article of the Protocol. The Commission was informed that it remained the view of the Office of the Legal Counsel that ratification by Iran was valid for this purpose, in view of the listing of named States as producers in article 6, paragraph 2(a), of the Protocol. The status of a party as producer could for the purposes of articles 5 and 21 be changed under the Protocol only if that State made a declaration under article 5, paragraph 2, of the Protocol after it had come into force.

31. The question was raised whether the invitation by the Economic and Social Council in resolution

<sup>11</sup> Agenda item 3 (i) (E/CN.7/SR.459, 460 and 476).

<sup>12</sup> E/CN.7/397 and Add.1.

<sup>13</sup> Agenda item 3 (i) (E/CN.7/SR.460 and 475).

<sup>14</sup> E/CN.7/397/Add.2.

<sup>15</sup> Agenda item 3 (i) (E/CN.7/SR.459 and 475).

<sup>16</sup> E/CN.7/397, paras. 1 to 6 and E/CN.7/397/Add.1, para. 2.1.

<sup>17</sup> E/CN.7/397/Add.3.

<sup>18</sup> E/CN.7/397, paras. 3 and 4.

<sup>19</sup> E/CN.7/SR.414; Report, fourteenth session, para. 42.

770 C (XXX) to governments in the Middle East region to ratify the existing instruments was still relevant. In this respect the view was expressed that pending the coming into force of the 1961 Convention the acceptance of the existing treaties — particularly those of 1925, 1931 and 1936 — in cases where they had not been ratified by those countries would still be useful. Moreover, the 1936 Convention would continue in force along with the 1961 Convention for those States whose legal systems permit them to accept it.

#### **Annual reports of Governments made in pursuance of article 21 of the 1931 Convention <sup>20</sup>**

32. The annual report submitted by each government is designed to give a comprehensive account of the implementation, during the year, of its obligations under the international narcotics treaties. Reports are prepared in accordance with the questionnaire drawn up by the Commission,<sup>21</sup> the information in them is analysed and incorporated in an annual summary by the secretariat.

33. The Commission examined the *Summary of Annual Reports of Governments for 1959*<sup>22</sup> covering reports received by the Secretary-General up to 31 December 1960. Most of the information concerned the year 1959, for which 134 reports had been received up to 31 December 1960, but some information sent in late for previous years was also included. Discussions on chapter II (Legislative measures) and chapter X (Abuse of drugs) are referred to in the relevant sections of this report. Points raised in connexion with other chapters are dealt with below.

34. As regards chapter IV (Control of international trade), the Commission was informed that according to certain reports several States and territories had not returned copies of authorizations for the export of narcotic drugs. The Secretary-General had communicated with the governments concerned asking them for any comments they might wish to make on this matter. The replies from governments<sup>23</sup> showed that in most cases the copies of export authorizations had meanwhile been returned, but that in others the copies had not been received by the importing country. The Commission was reminded that copies of export authorizations had to be sent to the governments of the importing countries in pursuance of article 13, paragraph 4, of the 1925 Convention, and that the form of questionnaire on which annual reports of governments were based included questions on the operation of the system. It was pointed out by some representatives that, if copies of export authorizations were sent by ordinary mail, there was no certainty that they reached the authorities of the importing country; it was suggested therefore that they be sent by registered post with acknowledgement of receipt.

<sup>20</sup> Agenda item 3 (ii) (E/CN.7/SR.459, 460, 473 and 476).

<sup>21</sup> E/NR.Form.

<sup>22</sup> E/NR.1959/Summary and Add.1.

<sup>23</sup> E/CN.7/397 and Add.1, paras. 41, 41.1, 42 and 43.

35. The Commission noted that among the States and territories listed in paragraph 5 of the *Addendum to the Summary of Annual Reports* as not having submitted reports for three consecutive years, Qatar and Yemen had sent a report for the year 1960. As regards Kuwait and the Trucial States (Muscat and Oman), attention was drawn to the fact that they were not bound by the 1931 Convention and that moreover they had hardly any addiction problems. The Commission agreed, on the proposal of France, seconded by Turkey and Yugoslavia, to request the Secretary-General to invite States and territories that had not submitted annual reports for two consecutive years to send their report to the Secretary-General, it being understood that in so doing the Secretary-General would take into account the fact that some of these States and territories are not bound by the 1931 Convention.

36. The Commission took note of the *Summary of Annual Reports of Governments for 1959*.

#### **Manufacture of narcotic drugs <sup>24</sup>**

37. The Commission took note of the document entitled "Manufacture of narcotic drugs"<sup>25</sup> prepared in the same form as that adopted for the previous year. The number of manufacturing countries had remained constant (thirty in 1958 and thirty in 1959) while the number of the manufacturing firms (a hundred and thirty in 1958 and a hundred and twenty-eight in 1959) had fallen slightly. The number of firms licensed to manufacture synthetic drugs had fallen from fifty-four to fifty-one and the number of firms engaged in manufacturing such drugs had fallen from forty-two to thirty-eight.

38. It was suggested that in the future the "Manufacture of Narcotic Drugs" be issued as a trilingual (English, French, Spanish) document.

#### **List of national authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs <sup>26</sup>**

39. The Commission took note of the document, "National authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs"<sup>27</sup> printed in full this year. Several additional countries had been placed on the list, which now includes a total of one hundred and ninety-one States and territories.

40. In order to enable the Secretary-General to keep up to date this list the Commission decided to invite all governments to transmit to the Secretary-General the current titles in English or French and, whenever available in the original language, as well as the complete addresses of the national authorities

<sup>24</sup> Agenda item 3 (i) (E/CN.7/SR.460 and 475).

<sup>25</sup> E/NF.1960/1.

<sup>26</sup> Agenda item 3 (i) (E/CN.7/SR.460 and 475).

<sup>27</sup> E/NA.1961/1.

empowered to issue certificates and authorizations for the import and export of narcotic drugs.

#### **National laws and regulations communicated under the international treaties on narcotic drugs**<sup>28</sup>

41. Under the provisions of the narcotics treaties, in particular article 21 of the 1931 Convention, governments are required to communicate to one another, through the Secretary-General, the texts of laws and regulations enacted by them to give effect to these treaties. The Secretary-General circulates the texts received in the document series E/NL. During the period 16 March 1960 to 15 March 1961, legislative texts of thirty-eight countries were communicated to the Secretary-General.<sup>29</sup>

42. Reference to all texts of laws and regulations published by the United Nations is provided by a multipurpose cumulative index prepared in accordance with Economic and Social Council resolution 626 C III (XXII) and brought up to date every year. The latest edition of the *Index* lists the legal texts circulated from 1947 to 31 December 1960.<sup>30</sup> It was pointed out that, as shown by this document, the legislation of some countries was still insufficient, in particular as regards the control of certain drugs and penal sanctions. The Commission was informed that in July 1960 an Act strengthening the control of manufacture of narcotics was promulgated in the United States of America. The Commission took note of the *Cumulative Index 1947-1960*.

43. Legislative texts received from governments during 1960 provided the basis for another annual document, the summary tabulation of changes in national schedules of drugs,<sup>31</sup> likewise prepared by the Secretary-General in accordance with resolution 626 C III (XXII). The document for the present session also took account of information in annual reports and other communications received from governments in 1960. In accordance with the decision taken by the Commission at its thirteenth session,<sup>32</sup> this document incorporates information received during the preceding year on diacetylmorphine, such information having previously been the subject of a special paper. The Commission was informed that during the years 1960 and 1961 France and the United Arab Republic had promulgated orders and decrees placing a certain number of narcotics under control. The Commission took note of document E/CN.7/398.

#### **Control of "precursor" materials of synthetic narcotic drugs**<sup>33</sup>

44. The Commission's attention was drawn to the manufacture of and trade in certain synthetic sub-

<sup>28</sup> Agenda item 3 (iii) (E/CN.7/SR.459, 473 and 476).

<sup>29</sup> E/CN.7/397, paras. 44-47 and E/CN.7/397/Add.1, paras. 44.1-46.1.

<sup>30</sup> E/NL.1960/Index.

<sup>31</sup> E/CN.7/398.

<sup>32</sup> Report, Thirteenth session, Annex 3, No. 6.

<sup>33</sup> Agenda item 3 (E/CN.7/SR.460, 466 and 477).

stances which were intermediate products, or "precursor" materials, for pethidine, methadone and dextromoramide.<sup>34</sup> The representative of WHO observed that chemically they were only one or two steps away from narcotic drugs under international control. They had been produced in order to be converted into these dangerous drugs, were available for international trade, and represented a potential danger to public health if not placed under control.

45. The representative of the Netherlands mentioned that certain quantities of these substances had been exported. Under Netherlands legislation, the substances were automatically regarded as narcotic drugs, within the scope of the international narcotics treaties, and his Government had included them in the quarterly statistics communicated to the PCOB.<sup>35</sup>

46. The Commission noted that recently a notification under article 1 of the 1948 Protocol had been made by the Netherlands Government in respect of those substances. It thought it highly desirable to control such substances with particular reference to their ease of conversion into the final narcotic drug.

47. The Commission was informed that these substances were to be considered as substances "convertible" into addiction-producing drugs within the meaning of the 1931 Convention/1948 Protocol, and required specific action by the competent international organs to be placed under control rather than as "partly manufactured" narcotic drugs within the meaning of article 1 of the 1931 Convention and thus automatically subject to control.

#### **Report of the Permanent Central Opium Board**<sup>36</sup>

48. The Commission had before it the report to the Economic and Social Council<sup>37</sup> on the work of the Board in 1960. This report had been prepared in accordance with the provisions of the 1925 and 1931 Conventions, and also covers the narcotic drugs brought under control by virtue of the 1948 Protocol. Annexed to the report are tables showing main phases of the legal movement of narcotic drugs during 1959 and in the preceding four years.

49. Several members complimented the PCOB on its report. It was noted that the diversion of drugs from the licit trade appeared to be negligible; it could therefore be assumed that illicit traffic relied for supplies on illicit production. Regret was, however, expressed that certain countries had failed to live up to some of their obligations under the 1925 and 1931 Conventions to which they had acceded. It was noted that it was still the same countries which were concerned in this.

50. In reply to a question, the representative of the United Arab Republic stated that a representative of the Syrian region who hoped to attend the present

<sup>34</sup> E/CN.7/397/Add.1.

<sup>35</sup> E/OB/16, ch. V.

<sup>36</sup> Agenda item 3 (iv); (E/CN.7/SR.466 and 477).

<sup>37</sup> E/OB/16 and Addendum.

session had unfortunately been prevented from doing so. However, the necessary information in respect of the Syrian region would be transmitted in writing to the representative of France and to the relevant organs.

51. The opinion of the PCOB was commended in the discussion of the Commission that "precursor" materials used for the manufacture of synthetic narcotic drugs should be treated by all countries uniformly from a legal point of view. The legal position of such substances has been discussed in paragraphs 44-47 above.

52. Attention was drawn to the increase in the consumption of pholcodine, which had been very marked in 1959. The inclusion of concentrate of poppy straw in the list of drugs subject to control under the provisions of the 1961 Convention was noted with satisfaction by the Commission. The representatives of Hungary and Yugoslavia stated that the definition of the concentrate in schedule I of the 1961 Convention was different from that adopted by the Plenipotentiary Conference and asked the Secretariat to examine this question.

#### **Statement of the Drug Supervisory Body <sup>38</sup>**

53. The Commission then considered the statement of the Drug Supervisory Body on the "Estimated World Requirements of Narcotic Drugs in 1961." <sup>39</sup>

54. Several members felt that the DSB had provided an interesting and full report. Some members said, however, that the DSB in a few cases had drawn conclusions which did not seem quite warranted by the facts contained in the statement.

55. In particular it was thought that the DSB's conclusion in paragraph 10 was not justified by the cases cited in paragraph 9. There was no reason why a government should not take the estimates of manufacturers, retailers and importers as a basis, subject to its own check and assessment.

56. A number of delegations believed that undue importance was given to the case of Mexico in the section devoted to hydrocodone. The representative of Mexico stated that it was administered exclusively in the form of patent medicines, registered with the Ministry of Public Health and Social Welfare, which had submitted a list of trade names of the products containing the drug and the names of the laboratories manufacturing them. The manufacturers could use the drug only under the supervision of special inspectors from the Narcotic Drugs Control Office of the Ministry. There also appeared to be little ground for the statement, in paragraph 23 on page XI, that the danger of hydrocodone was one to which "many" of the Contracting Parties of the Conventions had "doubtlessly paid insufficient attention". Most governments were well aware of the danger. With regard to paragraph 27, it was clear from a careful reading of the information

it had supplied that the Government of Mexico had fulfilled its obligations and was not open to any blame, since the labels of preparations containing hydrocodone gave the formula, the quantity of hydrocodone contained, and a warning as to its use. The DSB could have made its point in regard to the multiplicity of names without laying such stress on the case of Mexico.

57. In reply to the question by the representative of the United Kingdom and with reference to paragraph 22, the observer for the Federal Republic of Germany stated that earlier steps to place normethadone under control had been delayed by a constitutional difficulty, as stated already by the German observer at the fifteenth session of the Commission.<sup>40</sup> In the note of his government, it was further pointed out that as the report of the DSB was not concluded until twenty-eight days after the placing of the drug in question under national control, the Federal Government felt that to call its conduct incompatible with the spirit of the Protocol of 1948 was unjustified.

58. Reference was also made to the question of the despatch of narcotic drugs by post and the question of the double red band. One representative expressed his disagreement with the conclusion drawn by the DSB that it would be desirable to implement the Commission's recommendation that any package containing a narcotic drug should bear a double red band on its label.

59. The representative of the Union of Soviet Socialist Republics pointed out that the estimates did not list the People's Republic of China, although they included other countries which were not members of the United Nations. Her delegation could not accept as valid the estimates for the "mainland of China", since they were supplied by a government which was not the true representative of China. The representative of Hungary expressed his agreement with this view of the representative of the USSR.

60. The representative of China stated that his government was the only legal government entitled to submit estimates for the whole country.

61. The view was expressed that one of the primary tasks of the DSB was to ensure that the estimates were as complete as possible. In reply to a question whether the information in regard to the mainland of China was included in the world total given on pages 52 and 53 of the statement, the Secretary of the PCOB replied that it was not.

#### **Report of the Expert Committee on Addiction-producing Drugs of the World Health Organization <sup>41</sup>**

62. The representative of WHO reviewed the eleventh report of the WHO Expert Committee on Addiction-Producing Drugs,<sup>42</sup> which had met in Geneva from 10 to 15 October 1960.

<sup>38</sup> Agenda item 3 (v); (E/CN.7/SR.466 and 477).

<sup>39</sup> E/DSB/18.

<sup>40</sup> E/CN.7/SR.438; Report, fifteenth session, para. 47.

<sup>41</sup> E/CN.7/SR.465 and 477.

<sup>42</sup> E/CN.7/406.

63. Action had been taken to place seven new drugs under control in accordance with the relevant provisions of the international treaties on narcotic drugs. The Expert Committee had been able to recommend, for reasons given in its report, that four substances on which it had previously been able to express a definite opinion need not be controlled. The Expert Committee had refused exemption from international control in favour of destrophenomorphin. On the other hand, it agreed that two diphenoxylate preparations should be exempted from the control provisions pursuant to the 1925 Convention.

64. The Expert Committee's attention was drawn to the abuse by narcotic addicts of the compound known as SPA in Japan. The compound appears to have a mixed pharmacological action, in some respects resembling both amphetamine and morphine. While the situation appeared to be a local one, it illustrated a danger inherent in the control of narcotic addicts who have a tendency to abuse any new psychically active drug when the availability of narcotics is restricted.

65. There were reports on cases of abuse of amphetamines and amphetamine-like substances contained in many weight-reducing medicines, and the Expert Committee warned against the possibility of psychic dependence during their therapeutic administration.

66. In connexion with the dangers that may arise from the free distribution of medical samples, the Expert Committee continued to be concerned by the inadequacy in many instances of the commercial information and warning on the known addiction liability of new drugs, and the need for improvement in this situation was emphasized. During the discussion of this matter, the Commission was informed that an inquiry had recently been addressed by the Secretary-General to 28 countries covering 15 members of the Commission and 13 other countries which manufacture narcotic drugs. Replies had been received from 20 countries, while information was available in the Secretariat on three others. Several representatives also explained the position with regard to the distribution of medical samples containing narcotic drugs in their respective countries. In some countries, the use of samples was regulated by the general provisions relating to the control of drugs; in others there were

legislative or administrative provisions which expressly regulated the sending of samples to the medical profession, clinics and research institutions. Some countries prohibited the free distribution of medical samples. In some countries, physicians received samples directly from the manufacturers; in others they received them through the intermediary of pharmacists. In most of the cases a written request or order had to be made out by physicians. The sending of samples in some instances was limited to a defined period after the introduction of the substance on the market, and there were instances in which the frequency of distribution or the quantity was limited.

67. The representative of WHO invited attention to the observations of the Expert Committee regarding the possibility of preparing a code of present practices by which addiction-producing properties of drugs are established, as requested by the Economic and Social Council in resolution 770 D (XXX). The Commission observed that animal tests were known to be carried out in a number of countries. It was informed that results obtained with monkeys were held to be more useful than those with dogs in experiments to ascertain the addiction-forming properties of drugs. The Commission hoped that the arrangements WHO was making for the compilation and publication of present practices for establishing quantitative and qualitative addiction-producing properties of a drug would soon be completed.

68. The Expert Committee had concluded that at present the case had not been proved in favour of making cannabis available for the extraction of useful drugs, particularly of the antibiotic type. With regard to the therapeutic usefulness of cannabis the opinion of the Expert Committee was that cannabis and its preparations are practically obsolete for medical use.

69. Referring to the views of the Expert Committee on the medical control of addicts, the representative of WHO considered that the procedure suggested would provide supervision and direction for the treatment of addicts from the time of the initial diagnosis to rehabilitation.

70. The Commission appreciated the information given to it by the representative of the WHO and, in taking note of the report of the Expert Committee, wished to thank that body for the work it had done.

### CHAPTER III

#### ILLICIT TRAFFIC <sup>43</sup>

##### Introduction

71. The Commission noted that, in accordance with its decision taken at the fifteenth session,<sup>44</sup> the Committee on Illicit Traffic, consisting of the represen-

tatives of Canada, China, France, India, Iran, Mexico, Netherlands, Turkey, the United Arab Republic, the United Kingdom of Great Britain and Northern Ireland and the United States of America, had met in closed session at the Palais des Nations, Geneva, on 18 April 1961. The Committee unanimously elected Mr. T. C. Green (United Kingdom) as Chairman. The Committee

<sup>43</sup> Agenda item 4 (E/CN.7/SR. 467, 468, 469 and 476).

<sup>44</sup> Report, fifteenth session, para. 23.

held a total of nine meetings on 18, 19, 20, 21, 27 and 28 April 1961.

72. Observers from Argentina, Brazil, Burma, Ghana, Greece, Iraq, Israel, Japan, Morocco, Portugal, Spain and Thailand attended meetings of the Committee. Representatives of the ICPO and of the Permanent Anti-Narcotics Bureau of the LAS were also present.

73. The observer of Morocco wished to state that the Islamic Republic of Mauritania was an integral part of Morocco and should not be listed in documents as an individual state. It was explained by the representative of the Secretary-General that designations of countries and territories and the arrangement of material in publications should not be considered as implying any judgement by the Secretariat regarding the legal status of any country or territory or of its authorities. The representative of France invited the attention of the Commission to the fact that the Islamic Republic of Mauritania, recognized as an independent State by many governments and whose candidature for membership of the United Nations has been presented by Tunisia and France, has already been elected as a member of several international organizations and particularly the World Health Organization.

## **Review of the illicit traffic**

### **I. GENERAL CONSIDERATIONS**

74. In considering the information on the illicit traffic for the year 1960, the Commission reviewed the situation regarding individual drugs in various areas and gave attention to certain questions bearing generally on trafficking as a major criminal activity. Linked closely with considerations of substance, since they related to the Commission's ability to deal effectively with problems of the traffic, were problems of the availability of information, which the Commission found it necessary to discuss in some detail.

75. While reports of governments on the illicit traffic were more numerous in respect of 1960, it was observed that information was in many instances less detailed than would have been desirable. Furthermore, advance chapters of annual reports dealing with the illicit traffic had not been received from a considerable number of countries, or had been received too late to be included in documents prepared for the Commission. As regards reporting of individual seizures of importance made under article 23 of the 1931 Convention to the United Nations, and to ICPO, a simplified form drawn up by the secretariats in consultation had begun to be used by governments in the latter part of 1960. Although further attention might be given to the form of this questionnaire, the Commission believed that increasing use of it would prove of value both in the making of reports and in connexion with the compilation and circulation of this information by international bodies. The Commission decided to request the Secretary-General to invite the attention of governments once more to the need for

submitting reports on seizures currently throughout the year and for transmitting the advance copies of the chapter of their annual reports dealing with the illicit traffic at the latest by 1 March of the following year.<sup>45</sup> In both cases, it would of course be open to governments to send later supplementary information or corrigenda.

76. The Commission emphasized the importance to be attached to having clear, detailed information on the quantities of drugs seized. Data on the illicit traffic provided the basis for periodic review of the situation. But as time went on and experience was gained, there was increasing possibility of fitting additional details into the picture. Efficient administration must go hand in hand with vigorous enforcement. Seizures of plants, packages of drugs, sachets, phials, ampoules, tablets, solutions, etc., should be expressed so far as possible in common terms of the weight of the narcotic drugs involved. Similarly, where diversion of drugs was concerned — for example, by means of false prescriptions — it would have been helpful to have appropriate details of the illicit transactions. In connexion with these questions of detail, the Commission did not overlook, however, problems faced by control authorities as to the means at their disposal for carrying out their tasks.

77. Again where information was concerned, the Commission recalled that it had repeatedly expressed its appreciation of the presence of observers sent by governments to participate in its work and in that of the Committee on Illicit Traffic. The presence of observers was often essential if there was to be well-informed and useful discussion of matters of mutual and international interest. The Commission had also found it necessary on a number of occasions to express its concern, as well as disappointment, that observers from various countries had not been able to attend its sessions. Where the present session was concerned, twenty-two governments had been invited to send observers in connexion with this item of the agenda, and eleven had replied accepting. However, only the observers of Argentina, Brazil, Greece, Israel, Japan, Morocco, Portugal and Thailand had attended the first series of meetings of the Committee on Illicit Traffic. The presence of the observers of Burma, Ghana, Iraq and Spain at later meetings of the Committee had been gratifying. Nevertheless, it was felt that the particular arrangements for discussion of the agenda item illicit traffic before as well as during the Commission's own meetings made it important for observers to be present at the earliest possible date. Without their full assistance the work of the Committee was hampered. It had been particularly regretted that an observer from Lebanon had not been able to attend, in view of the indications that a serious situation existed in that country in respect both to clandestine manufacture and production and to transit traffic of narcotic drugs. The Commission considered that governments invited to send observers as well as Governments Members of the Committee specifically

<sup>45</sup> Report, eleventh session, para 179.

nominated should be asked to reply by a specified date each year and that members of the Commission should be informed in advance of the session what replies had been received. The Commission decided to ask the Secretary-General to inform the governments concerned of the Commission's views in this matter in addressing to them requests to send observers to the seventeenth session in 1962, and to inform members of the Committee on Illicit Traffic of replies in this respect.

78. Turning to its consideration of the illicit traffic in general, the Commission gave attention at the present session to particular points, as follows: broad aspects of trafficking as a criminal pursuit and underlying principles of control; penal sanctions; prices of drugs on the illicit market; the use of air transport in the illicit traffic; international co-operation and intelligence work; salient features of the traffic in 1960.

79. The Commission believed it useful to bear in mind that trafficking in narcotic drugs was to be regarded essentially as illicit commercial activity. The cost in terms of misery, degeneration and waste of life could hardly be estimated, and it was in these terms that the degree of the traffickers' criminality could be measured but trafficking as a criminal activity was undertaken for the monetary profits it paid. Some representatives emphasized that the denial of profits to traffickers should be understood as the key to effective control of illicit production of and trade in narcotics. In expressing his agreement on this point, the representative of Canada stated that suppression and eventual elimination of the illicit traffic could be brought about by action along the following lines: co-operation between governments; strong national legislation; effective enforcement; adequate penalties. To the extent that governments could implement a programme based on these points substantial progress could be made towards solving narcotics problems. There was some discussion of what was to be understood by adequate penalties. The representative of the United States considered that severe sentences of imprisonment for illicit trafficking should be mandatory and that the sentences of fines or imprisonment in terms of months which were imposed in some countries were tantamount to encouraging traffickers to continue in business. The representatives of Canada, France, Turkey and the United Arab Republic considered that "adequate" should be interpreted as meaning "severe". The view was also expressed, however, that conditions of life, traditional ways of living, social habits and customs, as well as other practical considerations, including the nature and degree of the narcotic problems in a given country, must all be taken into account in attempting to judge what measures could, as well as should, be taken by individual governments in various parts of the world. Certain representatives were of the opinion that a distinction should be made where penalties are concerned between drug addicts and traffickers and between first offenders and recidivists. As regards dangerous traffickers, the observer of the ICPO considered that they should be subject to severe terms of imprisonment and that in applying

to these traffickers so-called measures of social defence special care should be taken. Some representatives also thought it would be useful to have specific information concerning national laws which provided minimum sentences for narcotics violations, since the existence in statutes of such provisions could in themselves be a powerful deterrent to traffickers. The representative of the United States made a statement, supported by the representatives of Canada, China, France, Mexico, Turkey and the United Arab Republic, of certain principles concerning the question of penal sanctions, as follows:

(1) The divergency to be found at present in the penalties provided or imposed for narcotics offences in various, sometimes neighbouring countries, contributes substantially towards the failure to reduce the volume of the international illicit traffic in narcotic drugs, and fails to put into effect a deterrent to traffickers and smugglers; (2) sustained programmes of strict enforcement under which arrest and conviction for trafficking would entail confinement without provisional release for substantial minimum periods, would have sure results in reducing the illicit traffic where it is a serious problem; (3) all countries having serious narcotics problems are recommended in the light of these considerations to take measures as may be appropriate to ensure the imposition of adequate sentences for trafficking in narcotic drugs. In this connexion the representative of India considered that the risks of divergence in penalties could be exaggerated and in his view each country had to consider the question of penalty for any offence, including that in respect of narcotics, in the light of its own problems, social conditions and the nature of its penal system. While uniformity in the general approach is desirable, insistence on identity of system can create more problems than it will solve. He agreed, however, that the line of action suggested by the representatives of the United States of America and some other countries had a great deal to commend itself for international offences. The representative of the United States invited the attention of the Commission to his statement<sup>46</sup> on the illicit traffic, which had been submitted further to his remarks made at meetings of the Committee on Illicit Traffic and of the Commission. He wished particularly to note the important effects which had resulted in his country from the passage of the Federal Narcotics Act of 1956, and which had proved to be useful as an example for legislation adopted or to be adopted in the individual states. The Commission adopted by 13 votes for, none against, and 1 abstention the following resolution, as amended, proposed by the United States.<sup>47</sup> In explaining his reason for abstaining in the vote, the representative of Turkey stated that he was fully in favour of the principles embodied in the resolution, but that he considered it less complete than would have been desirable and consequently unlikely to be effective.

<sup>46</sup> E/CN.7/L.236.

<sup>47</sup> E/CN.7/L.233/Rev.1.

*Resolution 1 (XVI)*

ILLICIT TRAFFIC

*The Commission on Narcotic Drugs,*

*Recognizing* the urgent need for increasingly effective narcotic enforcement procedures, for close co-operation between governments with prompt exchange of information, and for strong national legislation including adequate narcotic penalty provisions,

*Realizing* that too great a disparity in penalties awarded in different countries to convicted traffickers and smugglers of narcotics prejudices international efforts to counter illicit traffic in cocaine, opium, morphine, heroin and cannabis in many areas of the world,

*Considering* that in countries having a serious problem of illicit narcotics traffic sustained programmes of strict enforcement which would ensure the arrest of narcotic traffickers and the certainty that on conviction they would be confined for substantial minimum periods without any provisional release, in accordance with the constitution of any country concerned, would be a most effective method of reducing the volume of the illicit narcotics traffic,

*Recommends* that governments having a serious problem of illicit traffic in narcotics take necessary measures for close co-operation and for prompt exchange of information and to ensure imposition of adequate sentences against such unlawful narcotics traffickers.

80. In connexion with questions of the availability of information each year on the volume of the illicit traffic, the Commission observed that, in general, quantities of seizures were by no means a certain index to the amount of the traffic, which by its clandestine nature was not susceptible to being known surely; nor were seizures over a relatively short period a reliable indication of possible long-term trends in the availability, sale or use of illicit drugs. This was not to minimize, however, the importance of seizure reports, which provide one of the means of making any assessment of the real problems of narcotics control. In addition, though, the prices of drugs on the illicit market could serve as indicators of the situation. While manipulations by traffickers could and did influence the price structure, as did social habits and purchasing powers, the forces of supply and demand were the main determinants. There had been a number of instances, most recently in Hong Kong and in New York, when heavy seizures had brought dramatic fluctuations in prices. On the proposal of the representative of France, the Commission decided to request the Secretariat to study the available information on current prices of various narcotics in the illicit traffic in different parts of the world, and to summarize the essentials of this information, if possible in graphic form.

81. In addition to the documents on the illicit traffic in general in 1960, the Commission had before it at the present session a paper on the use of air transport in the traffic, in response to its request at the fifteenth

session that the Secretariats of the United Nations and the ICPO give particular attention to the problem.<sup>48</sup> Replies to an inquiry addressed by the Secretary-General to a number of governments and organizations had been received from Belgian, Brazil, India, Japan, Netherlands, Peru, Switzerland, United Kingdom and the United States of America; and from the International Civil Aviation Organization, the International Air Transport Association and ICPO. The information thus made available and certain tables illustrating the scale of present-day commercial air travel in Central and South America and in the Far East, along with a summary list of seizures involving use of air transport for illegal purposes during the last four years, were incorporated in the study. With regard to the extent of commercial air traffic in general, the International Air Transport Association has reported an approximate elevenfold increase in the number of air passengers from the years 1945 to 1959; passengers in the order of 9 million in 1945 had come to number some 97 million in 1959. The existing illicit traffic by air is carried on throughout the world and its development has been characterized by rapid spread and growth during the last decade. Information for 1960 was incomplete, but three quarters as many seizures had already been reported to the United Nations as were reported for 1959, which had already shown a 50% increase over either of the years 1957 or 1958. No one region and no one route between regions appears to be affected to a marked degree over others; trafficking by air was not limited in scope, but wide-spread and far-flung in accordance with the nature of air traffic itself. It appears that the illicit traffic is simply taking advantage, at an increasing pace, of the speed and convenience which air travel is generally recognized to offer. At the same time, the traffic is dependent on its traditional, or usual, sources of supply, both as to raw materials and manufactured drugs, and the movement of narcotics to and from clandestine manufacturers and at the various levels of sale still holds to much the same patterns as are already known in maritime and overland trafficking. Trafficking by air appears to be carried out for the most part by passengers on scheduled commercial flights. While there are important instances of use of private and chartered craft in almost every region it is mainly the regular flight and the ordinary passenger which are involved in the bulk of the traffic at present; but such passengers are not necessarily merely small operators or couriers, but might be important traffickers themselves. Nor were the quantities of drugs negligible. For example, the Rosal-Tarditi case of October 1960, which was developed by the United States and France, involved the largest single seizure of diacetylmorphine ever made in the United States. Cases have occurred of members of air and/or ground crews playing a part in narcotics smuggling, but the evidence of seizure reports available at this time is inconclusive as to the degree of involvement by these personnel of airlines.

82. Certain representatives in the Commission considered that there was evidence of a high degree of

<sup>48</sup> Report, fifteenth session, para. 82.



involvement of airlines' personnel; as the representative of ICPO pointed out, this appeared to be the case particularly where ground crews were concerned, since they were not as carefully screened or supervised by many commercial air companies as might be desirable. However, the representatives of France and the United States and the observer of ICPO wished to comment that a number of airlines had taken important steps towards developing vigilant and effective intelligence and security services of their own and that all airlines could accomplish much by educating their personnel concerning narcotic drugs. The Commission wished to underline certain considerations having to do with the problem of illicit trafficking by air. It was apparent that the evidence of the past four years warranted recognition of the increasing proportions of the problem and of the fact that it was not confined to any particular region or area. Indeed it was characteristic of this traffic that it was inter-regional in a more immediate sense than slower-moving traffic has been able to be; in this context territorial boundaries as a means of control take on a different character, since a frontier may exist at any point within a country where aircraft may land or otherwise deliver contraband. Effective controls to prevent smuggling at the borders had lost none of their importance but, at the same time, problems of control might arise anywhere in the territory of a country; even where there is no possibility of landing drugs, they could be parachuted. As to main routes of the existing illicit traffic by air, it was to be noted that smuggling of narcotics by commercial aircraft is not limited to traffic over the Atlantic, although the traffic in diacetylmorphine from Europe to North America is significantly heavy and in itself represents a substantial proportion of present traffic to the United States. As to questions of suppression of the illicit traffic in air transport, two main aspects of the same problem required consideration: and the fact that they work in opposite directions makes the matter more complicated. These are the questions of expediting and facilitating air travel and transport and at the same time dealing with smuggling activities. It was possible that one solution to the problem was suggested in the circumstances already noted which might foreshadow some necessary evolution of techniques of control; thus, it seemed that effective control of the illicit traffic, without unduly obstructing air communications, might be helped materially by continued development by enforcement authorities of intensive, highly systematized intelligence work. With respect to the availability of information on the illicit traffic by air, the Commission noted that additional data from governments might be expected at a later date and that in view of the Commission's earlier recommendation to governments to keep special watch on the use of aircraft by traffickers, reporting on such cases would probably be made in greater detail or more specifically than had appeared necessary heretofore.

83. The Commission observed that much emphasis had been placed on the importance of close co-operation among governments in the special reports concerning illicit traffic by air as well as in the advance chapters of annual reports for 1960. Representatives in the Com-

mittee on Illicit Traffic and in the Commission stressed that there could be no doubt that close co-operation at all possible levels of governmental activity was essential to the effective implementation of measures for narcotics control. While this principle had always been given due recognition, and was the foundation of the existing system of international control, still it was necessary to continue to point up the importance of its practical application, in order to bring into being the most closely woven pattern of governmental activity in the field. Thus the use of technical assistance was of great value, as the observers from Brazil and Thailand stated. Another example was the constantly increasing number of direct connexions maintained by national enforcement services within the framework of ICPO as in the case of Hong Kong, which had recently become a corresponding member of this organization, whose work in the narcotics field was concerned, *inter alia*, with the campaign against traffickers and the facilitation of liaison between the control services of various countries. The representatives of the Netherlands and the United States considered that the circulation of lists of suspected, as well as known traffickers, in which ICPO was engaged, was a most useful contribution. The representative of ICPO informed the Commission that the first product of this work, concerning traffickers in the Near and Middle East, had been completed, and that lists were soon to be forwarded to governments in that region. Further in evidence of the mutual co-operation of control authorities, the Commission noted that fruitful results had been achieved, *inter alia* by Brazil and neighbouring countries: by China, Hong Kong and the United States of America; by France and the United States; by Switzerland, the United Arab Republic and the United States; by Burma, India, the Federation of Malaya, Hong Kong, Singapore and Thailand; Lebanon, Mexico, Turkey and the United States. In this connexion the Commission, considering that highly organized illicit operations were themselves assisted by all means of modern high-speed communications, and in view of its observations concerning the implications for control procedures arising from problems of air trafficking, thought that the development of intelligence work, including the rapid exchange of detailed information, should be given attention by governments.

84. Salient features in respect of the illicit traffic in 1960 were noted by the Commission, as follows:

(a) Predominant in the illicit traffic, as in previous years, were opium and the opiates, cocaine and cannabis. One particular indication of a change in trend was discernible; this was in the Far East where, on the basis of present reports, the presence in larger proportion than previously of white drugs as compared with raw materials was apparent. Very large quantities of all types of drug, excepting synthetics, were reported seized, and it was highly significant that morphine and diacetylmorphine had been seized in Thailand in increasing quantities. The existence of more and more facilities for the chemical transformation of narcotics was a factor in this connexion, and the Commission noted again its concern that, fre-

quently, conversion appeared to be carried out close to some producing areas. The representative of Turkey was of the opinion that one could not be categorical on this point; processing takes place where it is possible: the example of a seizure made in Yugoslavia in 1959 (E/CN.7/407, paragraph 180) shows clearly that processed narcotic drugs may pass from non-producing countries into producing countries. The Commission noted that discoveries of several clandestine laboratories were reported by Brazil, Hong Kong, Iran, Macau, Mexico, Thailand and the United Arab Republic (province of Syria). An additional point was the relative ease with which valuable amounts of white drugs could be secreted, transported and used for addiction purposes.

(b) The traffic in diacetylmorphine by different international routes to North America and that in opium and cannabis (hashish) in the Near and Middle East did not abate. Illicit supplies of cocaine coming from South America were apparently undiminished, and there was evidence of the continued passage of this drug through Europe, going in part to the Near and Middle East. Some addiction to cocaine has in the past been reported from this region.

(c) With continually increasing interest on the part of governments in the possibilities of technical assistance for narcotics control, the effect of work in this field on problems of the illicit traffic can be expected to be felt.

## II. THE SITUATION AS REGARDS INDIVIDUAL DRUGS

85. The heaviest seizures of raw and prepared opium were reported from the Far East and the Near and Middle East, as in previous years, and it was again to be noted that the traffic was supplied by sources within the region. In respect of the Far East, representatives were agreed that the primary source of raw opium was in the general area of the Thai-Burma-China borders.

86. The observer from Thailand stated that the authorities in his country had made 4,356 seizures of opium in 1960 amounting to a total of 4,760 kg 408 g, of which over 4 tons were seized in the northern regions. Four thousand one hundred and fifty-one persons were arrested. The reduction in the quantity of opium seized, from over 8 tons in 1959 to about 5 tons in 1960, was attributed to strong preventive and repressive measures and to the co-operation of neighbouring countries. Reports had been received by Thailand from Hong Kong, the Federation of Malaya and Singapore of seizures of opium smuggled from Thailand, in spite of the energetic efforts made by his country to prevent illicit export; nevertheless it was hoped that improvements in the situation would continue. An earnest of Thailand's attitude toward the problem was to be seen in the arrest of 31 government officials involved in the illicit traffic. The observer from Thailand stated that his government intended to send further authenticated samples of opium to the United Nations Laboratory. The representative of ICPO called attention to the effective co-operation between his organization and governments in South-east Asia. The observer of Burma stated that his country

was making vigorous efforts to co-operate in taking all possible measures to control the abuse of narcotic drugs and the illicit traffic.

87. The representative of India mentioned that very strict measures of control existed in his country as to the licensing of cultivators, and through surveys and measurements of crops areas and crop estimates. Such smuggling as nevertheless took place, though on a small scale, was controlled with increasing effect by the intensification of intelligence activities, and by quick and effective methods of communication and movement of the police. Seizures of 242 kg 82 g of opium intended for illicit export were reported, and 523 kg 890 g had been seized in the traffic within the country. The representatives of Canada and France considered that the system of control of growing areas in India was worthy of note and emulation by other governments. The representative of India explained that a feature of the control system was the payment of bonuses to cultivators according to a sliding scale for amounts of opium harvested in excess of the minimum estimates which had been established. The equivalent of over US \$500,000 had been paid in this way in 1960. The representative of India pointed out that the purpose of the bonus system was not to stimulate production but to encourage growers to turn over to the government monopoly such opium as might be produced, for climatic or other unforeseen reasons, over and above the carefully estimated amount to be expected from the harvest. He emphasized, further, that licences to growers were issued in respect of exactly designated fields, plots or parcels of ground, identified precisely to the square metre by cadastral survey.

88. Laos and Viet-Nam reported seizures of 140 kg 800 g and 615 kg 641 g respectively. The patterns of traffic in these countries showed no significant changes, except that seizures of opium transported by aircraft from Laos were reported for 1960 by Hong Kong and by Cambodia. The report from Cambodia comes after a report received from that country in 1956, also concerning a case of illicit traffic by air, involving a seizure of 400 kg of opium.

89. It was reported by the Federation of Malaya that the bulk of illicit opium distributed in the country originated in the Thai-Burma-China border areas and was smuggled by organized rings, mainly over the border between north Malaya and Thailand, but also landed on the east coast from boats. A small traffic in raw opium continued to be carried out by sea through India and Burma.

90. The representative of the United Kingdom reported that the Hong Kong authorities were continuing to take the strongest measures to deal with the situation in that territory, as outlined previously in the Government's White Paper. Of particular interest in 1960 were two seizures from vessels coming from Bangkok which represented 69% of the year's seizure of opium and 71% of the year's seizure of morphine. The contraband had been concealed in bundles of teakwood to be used as parquet flooring. Total quantities seized in 1960 were as follows: 1,155 kg 140 g raw opium; 69 kg 715 g prepared opium; 216 kg 774 g morphine; 53 kg 605 g

diacetylmorphine and 109 kg 440 g diacetylmorphine pills and pill mass. The most significant feature of the traffic during the year was the sharp increase in the price of these drugs on the illicit market in the latter part of the year. It was the first time that there had been an indication that enforcement measures had made an impression on the market, and evidence deduced from police raids made it clear that trafficking organizations had suffered a severe setback. The total number of offences under the Dangerous Drugs Ordinance for 1960 was 18,840; of the 16,263 persons arrested 15,863 were convicted before the courts. Increased penalties were brought into force, under new legislation, in April and November 1960, providing maximum terms of 15 years' imprisonment and fines of HK \$ 100,000 (US \$ 17,500), compared with previous maxima of 10 years' imprisonment and HK \$ 50,000 (US \$ 8,750) fines.

91. The Commission noted that prices of opium were reported by Viet-Nam (ranging from US \$ 657 to 1,714) to have risen by 100% — 400% over the previous year, owing to the confused situation in Laos and to a number of gangs of traffickers having been broken up.

92. In Singapore prices had fallen by about 20% during 1960. This was attributed to a decrease in demand and to the increasing competition of small traffickers being felt by organized syndicates. Seizures had amounted to 2,689 kg of opium of which the source was the contingent border areas of China, Burma, Laos and Thailand.

93. In Africa, America and Europe the opium traffic was relatively insignificant. Nor was the volume of traffic heavy in Oceania; however, considerably larger quantities of opium were reported seized in 1960, compared with 1959, by both Australia and Indonesia, the amounts being 49 kg 315 g and 44 kg 330 g respectively.

94. The representatives of Turkey and the United Arab Republic and the representative of the Permanent Anti-Narcotics Bureau of LAS spoke in detail about the situation existing in the Near and Middle East, in connexion with the volume of the illicit traffic as such, and on related questions of inter-regional co-operation and national laws and systems of control.

95. The Commission heard with interest that steps were being taken towards the adoption of a protocol on control of the Turco-Syrian border and expressed the hope that the negotiations which it understood were envisaged by the Governments of Turkey and the United Arab Republic would bear fruitful results in 1961.

96. The Commission noted that the Government of Turkey had enacted and promulgated, in July 1959, Act No. 7368 (E/NL./1959/85) which, as the representative of Turkey explained, had the purpose of strengthening legislative and administrative provisions concerning cultivation of the opium poppy, based on the 1953 Protocol. Beginning with the sowing season in the autumn of 1959 opium growers were required to hold a licence in which detailed entries would be made. The accuracy of entries, the quantities produced, the prospects of and reasons for surpluses or shortfalls in quantities were subject to strict inspection. Furthermore, deliveries had to be made

to the Office for Products of the Soil, middlemen who had previously taken part in transactions having been eliminated. Under this Act illicit traffickers in raw opium were liable to the penalties laid down in the Penal Code for traffickers in other narcotic drugs, including heavy sentences of imprisonment. Cultivation of opium outside authorized regions was prohibited and fraudulent deliveries were punishable by imprisonment for terms of 3 to 10 years. However, some opium was presumed to evade the inspection system, thus supplying the illicit traffic. In 1960 a total of 10,332 kg 726 g of opium was reported seized; 4 tons of this total was represented by confiscations of certain growers' crops, who, not knowing that the middlemen had been eliminated, were expecting their arrival, and had not delivered their harvest by the specified deadline.

97. Regarding control measures in general and problems of regional control, the representative of Turkey emphasized that it was of importance to have clear and detailed information tending to identify traffickers, whether known or suspected, and that his government appreciated the efforts which he hoped would be made by control authorities in the United Arab Republic to furnish reports along these lines.

98. In the Near and Middle East large quantities of opium and cannabis (hashish) continued to move in the illicit traffic. The province of Egypt of the United Arab Republic reported seizures of 1,463 kg 757 g of opium and 9,886 kg 306 g of cannabis (hashish) in 1960; in the Syrian Province there were seizures of 1,699 kg 600 g of opium and 779 kg 452 g of cannabis. There was very little clandestine cultivation, nor were the white drugs a problem as yet. However, the representative of the United Arab Republic expressed grave concern over the problems facing his country in view of the great amounts of opium and cannabis which were supplying the traffic in the region, which came from Turkey and Lebanon respectively, as shown by the report of the Middle East Narcotics Survey Mission<sup>49</sup> of 1959. Furthermore, analyses made by the United Nations narcotics laboratory of 16 samples of opium taken from the quantities seized in the two provinces of the United Arab Republic have shown that they were of Turkish origin. The efficient work of the enforcement services of his government left no doubt that, as far as opium is concerned, it had been seized in the area of the Turco-Syrian frontier, and that there was no more a question of there being clandestine cultivation on the Syrian side of the border, or in other places, than there was a question of illicit cultivation of cannabis in any of the territory of the United Arab Republic. In addition, the nationality of traffickers, statements made in evidence, and the routes followed in the traffic have made it clear that the source of opium is Turkey and that of hashish Lebanon. Moreover, the increasing threat represented by the quantities of manufactured drugs produced by clandestine factories in Lebanon was also a matter causing great anxiety to his government. The likelihood that illicit production of opiates in the Near and Middle East would result in

<sup>49</sup> E/CN.7/382, paras 22 and 27.

spreading abuse of white drugs in his country was greatly to be feared. It could mean that the province of Egypt would again fall into the situation which had caused such anguish there after World War I and from which it had been able to extricate itself only through long and difficult efforts. In this connexion, he did not overlook the fact that illicit laboratories had been discovered in recent years in the area of Aleppo.

99. The Commission noted that seizures of opium and cannabis in the Syrian province of the United Arab Republic were considerably less in terms of total quantities in 1960 than in 1959, a fact attributed by the representative of the United Arab Republic to the force of the new law, No. 182, which had been promulgated in his country in order to consolidate the laws of the two provinces relating to narcotics control, and to amend by the severe provisions of its article IX, the penalties imposed for trafficking. Thus, in the Syrian province, where previously the maximum sentence of imprisonment had been 5 years, the death penalty was now applied in the most serious cases. Conviction had been obtained in the cases of 3,058 persons tried for narcotics offences in the United Arab Republic in 1960, and the larger number of sentences imposed were for prison terms of 3 to 25 years.

100. The representative of the United Arab Republic and of the Permanent Anti-Narcotics Bureau of LAS outlined the routes taken by smugglers in the region and gave details of several cases. The representative of Turkey expressed his disagreement with the thesis that the largest part of illicit opium came from his country or that Lebanon was the only important source of cannabis. While expressing his satisfaction as regards the adoption of the new law and the measures taken in 1960 by that country and with reference to the figures of addicts supplied by the representative of the United Arab Republic, the representative of Turkey found it difficult to understand that a few hundred tons of opium and more than a thousand tons of cannabis, needed as supplies for addicts, could pass the border in spite of the vigilance exercised and the severity of the measures referred to. He was therefore of the opinion that other possibilities must be taken into account, as well as illicit cultivation. The representative of Turkey recalled the statement and recommendations he had made at the last session of the Commission. In his opinion, the United Arab Republic should: where attributions of origin of seizures were concerned, act in conformity with the Commission's resolution on the subject adopted at its tenth session;<sup>50</sup> strengthen its administrative measures; furnish accurate figures concerning numbers of drug addicts; fulfil their international obligations, in order not to be cited as a country which did not carry them out; take immediate steps to examine the possibility of the existence, in its extensive territory, which was not densely populated, of large-scale clandestine cultivations; look to the social and economic reasons for the existence of drug addiction to the alarming degree of 4% of the population; give sufficiently detailed information

<sup>50</sup> Report, tenth session, E/2768/Rev.1, Annex B, p. 43, resolution VI.

concerning traffickers to make it possible to follow the routes they used; and, in sum, to collaborate sincerely and effectively with neighbouring countries, according to recommendations of the Commission made during many years.

101. The observer of Iraq reported that there had been more than a fourfold increase in the amount of opium seized in 1960 (870 kg 708 g, compared with 206 kg 830 g in 1959). It appeared that intensification of trafficking as well as of enforcement measures had contributed to this result; however, it was difficult to ascribe a single cause in this regard. The Government was seriously concerned over problems of control, fearing that the increasing availability of narcotic drugs, while presumably intended for transit, might have effects within the country as well, although addiction was not a problem now.

102. Turning to other regions, the Commission observed that information in respect of cannabis fell into much the same patterns as those seen in previous years. The observer of Greece stated that the seizures made in his country in 1960 had, however, been far more important than in the past.

103. The observer of Morocco stated that important work was being done towards making the ban on cultivation effective throughout the country; to this end the government had arranged to compensate growers for cannabis surrendered by them, and nearly 50 tons were purchased and destroyed under this scheme, in addition to the 36,496 kg 693 g resulting from numerous seizures.

104. Seizures of cannabis in the United Kingdom had been more numerous, but the total quantity of 98 kg was less than that for 1959. As for other countries of Europe trafficking in cannabis was carried on mainly by seamen. But the United Kingdom reported that in 1960 illicit importation by means of postal parcels had been attempted in a number of cases. The observer from Greece stated that cultivation of cannabis in his country was a minor problem, but that there was some importation from Lebanon.

105. In America the traffic in marihuana from Mexico to the United States continued to be serious. The representative of Mexico stated that his country was faced with a difficult problem, but that every effort was being made to apply the most effective measures of control, in the interests of the health of the people of his own country as well as through a spirit of goodwill and co-operation with the countries concerned, and in particular the United States, with whom close contact was maintained. He was confident that better results than heretofore were to be ensured under the unified anti-narcotics programme adopted by the Government. The representative of Mexico stated that the unification of the services entrusted with enforcement measures against illicit trafficking in his country had produced excellent results in the struggle against narcotic drugs.

106. The observer from Brazil stated that cannabis was a problem of the north-eastern region of his country, where illicit growth took place. There was no legal cultivation, nor was it tolerated; and there was

no licit production trade, or export or import of the drug.

107. In the Far East, quantities of cannabis were reported seized, as follows: Burma (339 kg 539 g), Hong Kong (12 kg 842 g), India (24,474 kg 504 g), Federation of Malaya (164 kg 900 g), Pakistan (26 kg 219 g), Singapore (81 kg 975 g).

108. The seizure of cannabis resin in Hong Kong was the first to have been seen in the colony; the representative of the United Kingdom mentioned that it had, for this reason, been somewhat difficult to identify.

109. The illicit traffic in cannabis in India was domestic; no illicit export was detected. Eight thousand eight hundred and twenty-two persons, out of 11,963 involved in cannabis offences, were convicted during the year.

110. Where questions of morphine and diacetylmorphine were concerned, however, the Commission observed that there were reasons for considering the situation to be very serious in some countries of the Far East. Prevalence in the illicit traffic of blocks of morphine bearing the symbol 999, or 666, was an extremely disquieting feature and gave evidence of the need for much work to be done on problems of the identity and location of illicit manufacturing facilities and the routes followed and methods of transportation employed to market the drug. The Commission discussed at length the question whether the 999 or 666 blocks were the product of a single factory and what might be considered their likely source; representatives doubted that there was evidence to establish either of these points at the present time. One fact of some significance, however, was the high degree of purity which the blocks were found to have.

111. The representative of Thailand stated that it was now established that the prohibition by his government of the sale and smoking of opium from 1 July 1959 had been the cause of greatly increased traffic in and consumption of morphine and diacetylmorphine, addicts to these drugs now being in the majority in his country. In 1960 seizures of morphine amounted to 141 kg 108 g. The source of the drug was in the northern frontier areas, whence it was transported to Bangkok by road and rail, for local use and for transshipment, usually by sea, to Hong Kong and Singapore. Diacetylmorphine was being produced in Bangkok, 3 illicit laboratories having been seized in 1960.

112. The Commission noted the statement of the observer for Japan that diacetylmorphine, the main drug of addiction, was not produced in his country but smuggled from abroad. The routes were through Hong Kong, Republic of Korea and Okinawa. Narcotics violations in 1960 numbered 1,986 cases involving 2,312 persons, of whom 1,795 were concerned with diacetylmorphine offences.

113. Hong Kong, the Commission observed, appeared to be a source, transit and victim area in one, and it was gratifying to learn of the hard work being done in the colony to deal with its difficult problems, exacerbated by the tremendous increase in population

in recent years. Nearly two-thirds of the 18,840 offences under the Dangerous Drugs Ordinance in 1960 were in connexion with diacetylmorphine (10,447) and accessorially barbitone (1,382). Five large diacetylmorphine manufacturing centres had been discovered.

114. The representative of China stated that, as in previous years, no case of illicit production or manufacture of narcotic drugs was discovered in his country. All drugs seized in the illicit traffic were smuggled into Taiwan by traffickers operating in collusion there and in Hong Kong, or by Chinese students returning from overseas, who had been bribed to engage in smuggling. Illicit imports were all intended for delivery to local peddlers and not for transshipment. There were 1,057 convictions for narcotics offences (including drug addiction) with sentences ranging to life imprisonment.

115. The Commission noted that in Canada and the United States, as countries into which a substantial portion of the world traffic in diacetylmorphine flows, the situation as it concerns this drug remains serious. The representative of Canada stated that over 90% of the 509 convictions for narcotics offences in his country in 1960 were concerned with diacetylmorphine.

116. The representative of the United States of America described in detail for the information of the Commission a number of cases of significant seizures of diacetylmorphine which had been carried out in his country in 1960, several of them, he wished to explain, developing as the result of co-operation extended by the authorities of other countries. The total amount of diacetylmorphine seized in the United States was 183 kg 267 g, more than twice the amount for 1959. The 101 kg 200 g seized in the Rosal-Tarditi case in New York in October was thought to have equalled the total seizures of the previous four to five years, in terms of the high degree of purity of the drug compared with that usually found in the traffic. The Commission noted the statement of the representative of the United States that he could not over-emphasize the important and salutary effects which had resulted from strict enforcement measures carried out through the joint efforts of his and other governments. The representative of the United States wished particularly to mention the authorities of Mexico in this regard. Furthermore, certain cases of seizures on the west coast and in Mexico had shown the effects which strict enforcement could have on supplies and prices on the illicit market.

117. The representative of France was able to submit to the Committee additional information, in particular as regards two important cases of Rosal-Tarditi - Bourbonnais, and Aranci-Aspelund. He considered it gratifying that the success achieved by the enforcement services was mainly due to close and effective international collaboration.

118. In respect of the traffic in cocaine, which had its roots in South America, the Commission observed that the incomplete state of reports for 1960 made detailed evaluation of the situation particularly difficult. Reports of seizures in the American hemisphere had been as follows: Argentina (2 kg), Brazil (1 kg 1 g), Chile (440 g), Mexico (6 kg 649 g), United States of

America (2 kg 680 g); Venezuela reported a case of attempted importation, the amount not having been specified. In the Near and Middle East and the Far East reported seizures were less, while in Oceania, where no cocaine had been reported seized in 1958 or 1959, Australia reported a seizure of 25 g.

119. The observer for Brazil made a statement in which he explained that the illicit traffic in cocaine was the most important international trafficking problem affecting his country and that it was carried on exclusively by means of air transport. As the observer for Brazil explained, his country was both a target of the traffic in cocaine smuggled in from bordering countries and was at the same time a staging area for illicit transshipment to other parts of America and to Europe. However, as a result of the first inter-American meeting on the illicit traffic in cocaine and coca leaves held at Rio de Janeiro in March 1960, the observer of Brazil considered that there had already been some diminution in the traffic. For example, there were indications that some clandestine laboratories in neighbouring countries had stopped operating because of the obstacles which the co-operation of governments acting on a regional basis had placed in their way.

120. The observer of Argentina made a statement concerning the illicit traffic in his country in 1960. There were instances of minor diversion from licit channels by means of falsified prescriptions, but illicit importation was the means of supply of the illicit market in cocaine, supporting a certain amount of addiction to this drug in spite of preventive and enforcement measures by the Government. Seizures of cocaine in 1960 amounted to about 2 kg in respect of 14 cases involving 27 persons, while in 1959 there had been 25 cases and seizures of 3 kg 26 g. The observer of Argentina expressed his government's appreciation of the first inter-American meeting on the illicit traffic held at Rio de Janeiro in 1960, and also of the co-operation of ICPO. Studies were being made of the measures to be taken in implementation of the resolutions adopted at the Rio de Janeiro meeting.

121. The Commission's discussion of the need for detailed reporting (paragraph 76 above) had reference in part to questions of the abuse of synthetic drugs and "other natural drugs and their preparations," and to questions of the degree and nature of any illicit traffic which might exist in these narcotics.

122. The Commission observed that only three seizures involving other natural drugs, and their preparations, were reported as having occurred in 1960 in other regions of the world than Europe. In Canada there had been a seizure of 20 g of codeine; two convictions were registered in connexion with codeine offences and five in respect of poppy heads. The other two cases were in the Far East, Japan having reported the seizure of 107 g of codeine phosphate and Thailand 22 capsules of codeine.

123. Where the continent of Europe was concerned, the available reports confirmed that there was no indication of organized illicit trafficking in other natural drugs and their preparations, and that seizures in such cases had to do with diversions from licit channels or thefts, on a small scale.

124. As for synthetic drugs, seizures of small quantities of pethidine were reported by Canada (13 g), the Federal Republic of Germany (35 g 230 mg); Israel (27 unspecified units) and Australia (1 g 600 mg).

125. The Commission observed, as in previous years, that existing problems of synthetic drugs were insignificant in proportion to those of opium and the opiates, cannabis and cocaine. Nevertheless, it was important for governments to maintain most careful surveillance of the situation, and it would be desirable to have any information reported in terms as precise as possible. The representative of Turkey reminded the Commission that he had sought for many years to make it clear that synthetic drugs represented a threat throughout the world, even though the potentialities of problems in this respect had not yet made themselves fully felt. He emphasized that supplies of raw materials available for the manufacture of synthetics were limitless, which was both an incentive to traffickers and a persuasive practical circumstance tending to encourage them to undertake operations involving these drugs as certain cases of organized illicit traffic in recent years had shown. The representative of Turkey, whom the representative of Yugoslavia supported on this point, drew the Commission's attention to questions of the substitution of synthetics for natural narcotic drugs and to the fact that addicts could obtain synthetic drugs more easily in view of delays of even a few years in placing them under control, as, for example, in the case of Ticarda (normethadone). He emphasized that the abuse of synthetic drugs was spreading and increased in proportion from year to year. Furthermore, he considered that reports of various governments showing increased incidence in addiction to synthetic drugs had to be taken as evidence of the increasing proportions of the problem, whether or not seizure reports appeared to corroborate the trend at this time. Other representatives remarked that the smallness of the seizures of synthetic drugs reported by governments indicated that there was still no organized traffic in such drugs.

126. The representative of France thought it important for the Commission to note, in connexion with its discussions at the present session concerning the prevalence of white drugs in general and the evidence that increased facilities for the clandestine conversion of natural drugs existed, that possibilities for the illicit manufacture of synthetic drugs also had to be foreseen and guarded against in these days of widespread technological capacity and in view of the means which powerful trafficking organizations had at their disposal.

## CHAPTER IV

### ABUSE OF DRUGS (DRUG ADDICTION)<sup>51</sup>

127. The Commission considered the data on drug addiction in the documents made available to it;<sup>52</sup> this information was supplemented by statements of members and observers. The data given by governments were not easily comparable. Some countries included therapeutic addicts in the total number of addicts reported, while some others did not report therapeutic addicts. Statistical data in some countries were compiled from police records, prosecutions, etc.; in other countries, there was a system of registration of addicts or information was obtained from local health authorities. With regard to the classification of addicts by profession some countries gave fuller information than others. These national differences in the comprehensiveness and accuracy of the statistics on addiction are due to many reasons including the lack of legal authority to collect certain data, the absence of suitable administrative facilities or limitations imposed by principles of profession ethics.

128. Several delegations commented upon the need for improvement in the quantity and quality of the data on addicts. It was recognized that these were obtained mostly from the annual reports of governments made under article 21 of the 1931 Convention, and the hope was expressed that there would be some improvements in consequence of the clarifications introduced last year by the Commission to the questionnaire of the annual reports (document E/NR.1959/Form).<sup>53</sup> Nevertheless, the Commission was of the opinion that difficulties in obtaining data on addicts were inherent to the problem. Possibly, the information in official reports might be supplemented by special surveys, like the one carried out in co-operation with the World Health Organization in Denmark a few years ago,<sup>54</sup> which may throw further light on the actual state of addiction. The Commission thought that a necessary first step to deal with problems of addiction was to identify the extent and nature of addiction in any given country, and it thought that wherever necessary governments would themselves wish to have surveys made in their respective countries. More light would then be thrown on the causes of addiction, the types of drugs used, the professions involved, the nature of the treatment required, and the organization of services relating to after-care and rehabilitation. Such surveys may be effected in conjunction with international bodies and may be related to the current programmes of technical assistance of the United Nations and the specialized agencies. The representative of WHO expressed the interest of that organization in collaborating in such projects.

129. There was a discussion with regard to data on cannabis addiction. The representative of the Netherlands mentioned that recently in his country several articles had appeared in the press and in journals quoting responsible professional persons to the effect that cannabis addiction was no worse than alcoholism. The representative of India informed the Commission that while consumption of cannabis resin such as the smoking of hashish, charas and marihuana was known to be harmful, other forms of consumption, such as the ingestion of admixtures of leaves, were known to have milder effects. The observer of ICPO mentioned that cannabis consumption was known to produce aggressiveness in the intoxicated individual. The representative of WHO drew attention to the opinion of the WHO Expert Committee which was still valid that "cannabis abuse comes definitely under the terms of its definition of addiction".<sup>55</sup> There was also the added danger that cannabis abuse is very likely to be a forerunner of addiction to more dangerous addicting drugs. The Commission recalled that it had agreed that cannabis abuse was a form of drug addiction and emphasized that any publicity to the contrary was misleading and dangerous.

130. Addiction to narcotic drugs continues to be widespread and extensive. This year, information on addicts had been communicated by 114 countries as included in document E/CN.7/404, and 28 of them had had a rate of at least one addict per thousand of population. It was noted that the classification in the table appended to that document had necessarily to depend to some extent on interpretation of the data available; it took account of supplementary information such as seizures, prosecutions, etc., especially in the absence of direct data on numbers of addicts. The categories selected for showing the addiction rate provided a wide margin in the case of most countries, and the document provided a useful indication of the world-wide and regional situation on drug addiction. It might also be noted that errors would normally be in the direction of showing too low an addiction figure. The Commission observed not only that addiction to manufactured drugs continued on a large scale, but that there was also a constant picture of heavy use of cannabis, in almost all regions of the world; and a continuing serious problem of coca leaf chewing in South America. With respect to cannabis, the Commission noted that this was the main drug of addiction in Africa. It heard with interest that the Secretariat had initiated arrangements to work more closely with African countries in respect of narcotics questions, and the Commission welcomed the statement of the observers of Ghana and of Morocco that their countries wished to co-operate whole-heartedly in the system of international narcotics control.

<sup>51</sup> Agenda item 5 (E/CN.7/SR.460-466 and 475).

<sup>52</sup> E/CN.7/409.

<sup>53</sup> Report, fifteenth session, paras. 157 and 158.

<sup>54</sup> WHO/APD/118.

<sup>55</sup> WHO, *Techn. Rep. Ser. No. 95*, p. 13.

131. Some delegations drew attention to the widespread use of cannabis and the increasing use of synthetic drugs by addicts, by way of contrast to opiates addiction. An important feature was the significant percentage of the total reported addicts in several countries which have a highly developed chemical industry who were using synthetic drugs. Other delegates mentioned that some addiction to synthetic drugs was the natural outcome of their therapeutic use. In the over-all picture of drug abuse the misuse of synthetic drugs was far from being alarming, though they agreed that this question should be kept under review. The Commission thought that continuous attention should be given to this matter and agreed that effective measures should be applied to reduce addiction to all drugs, natural or synthetic.

132. The Commission noticed that the addiction picture is not uniform and that the problems are different according to the country involved and the social climate. In recent years, a growing amount of technical information on narcotic action and other aspects of drug addiction had been collected, and the Commission wished to record its appreciation of the material contributed through the United States Government. It hoped that other countries would encourage wider participation in research on addiction and disseminate, through the Secretariat, any technical data that may have been so developed.

133. It was widely held that much of the abuse of opium and cannabis in Africa and Asia and of coca leaves in South America results from some more or less accidental stress such as exhaustion, poverty and hunger and would predominate in countries where the drugs used are relatively easily available and cheap. It was also believed that social, environmental and cultural factors played an important role in this type of addiction. However, the recent experience of Iran showed that progress can be made through effective measures in a short space of time. In view of the transference of addiction from lesser to more harmful addiction-producing drugs that had been known to occur in some countries, notably this year in Thailand, the Commission thought that countries in these regions of the world would wish to give more urgent attention to progressive action in this regard.

134. An aspect of the treatment of addicts is the question of after-care, and here it appeared that rehabilitation and integration of addicts into society did not receive the required attention in many countries. It was common knowledge that the disintoxication of drug addicts, particularly of addicts to manufactured drugs, was only the first phase of complete treatment and that after withdrawal often extended psychiatric and psychological treatment was necessary, accompanied or followed by physical, psychological and social measures of rehabilitation within the scope of work of various services dealing with health, social welfare, employment, etc., as was pointed out by the representative of the WHO. Other follow-up attention and in particular supervision of the cured addict for extended periods of time was also considered important for complete success and should not be lost sight of in

making arrangements for the treatment of addicts. The Commission observed that governments were often reluctant to adopt measures which were expensive and time-consuming, but unless effective steps were taken in this direction the addict would often return to drugs. An exact evaluation of the extent of drug addiction wherever this has not yet been done would also induce governments to undertake broader programmes, if this were necessary. There was a much-felt absence of data regarding existing facilities for after-care and rehabilitation of addicts and all efforts should be made to encourage studies by national and international bodies.

135. In the course of the discussion of the treatment of addicts the Commission's attention was drawn to the different forms of civil commitment of addicts such as were considered by the WHO Study Group on the Treatment and Care of Drug Addicts<sup>56</sup> at the eleventh session of the WHO Expert Committee<sup>57</sup> and at the recent Plenipotentiary Conference on the Single Convention. It noted the view of the representative of the WHO according to which the treatment of addicts to manufactured drugs generally required at least their initial isolation in institutions with a drug-free atmosphere. A return of the addict to such an institution might also be indicated if he does not comply with the requirements of the programme of his after-care. The majority of the Commission concluded that some legal authority to provide for such isolation was thus required. The Commission agreed that where drug addiction is a serious problem, the general application of the principle of civil commitment would be a distinct step forward in this regard. It emphasized that such commitment is intended to ensure adequate and complete treatment, and does not replace penalties for law violations nor excuse such violations. The representative of the IFWL stated that her organization was in full agreement with these views which were in line with the resolution on the subject adopted at the Federation's Convention in 1958. The Commission adopted by 10 votes to none against, with 5 abstentions, the following resolution proposed by the United States:

#### *Resolution 2 (XVI)*

##### ABUSE OF DRUGS (DRUG ADDICTION)

###### *The Commission on Narcotic Drugs,*

1. *Declares* that one of the most effective methods of treatment for narcotic addiction is civil commitment in a hospital institution having a drug-free atmosphere;

2. *Urges* Member Governments having a serious drug addiction problem, and the economic means to do so, to provide such facilities.

136. There was evidence of increased effort by governments to deal with narcotics addiction, as shown by the information of the action taken during the year included in the *Summary of annual reports* (E/NR.159/

<sup>56</sup> WHO, *Techn. Rep. Ser.*, No. 131.

<sup>57</sup> WHO, *Techn. Rep. Ser.*, No. 211.



Summary and Addendum chapter X). The Commission also heard statements to this effect on the addiction situation in respect of several countries. The representative of the United States informed the Commission that an eight-year intensive survey, research and study of narcotic addiction in the United States showed a continuing gradual decrease in the incidence of addiction since enactment by the Congress of the United States in 1956 of severe minimum mandatory penalty laws against unlawful sellers of narcotics and against unlawful possessors who are recidivists. The incidence of addiction now stood at approximately one addict in every four thousand of the population, the total number being 44,906. The largest number of addicts were to be found in New York (45%), California (16%), Illinois (14.5%) and Michigan (4.8%). The number of addicts under 21 years of age represented 3.9% of all addicts; 52.4% were in the age group of 21-30 years of age; 33.3% were in the age group of 31-40 years and 10.4% were over 40 years of age. Ninety-one per cent of the active addicts used heroin, morphine addicts accounted for 2%, and demerol and dilaudid 1% each. In some states, considerable progress had been made in speeding up programmes of rehabilitation of addicts, and Federal legislation was under consideration to provide Federal assistance to states undertaking appropriate measures to rehabilitate narcotics addicts.

137. The observer of Ghana said that according to police reports and prosecution records, 124 cannabis addicts had come to notice and they were mostly between 13 and 20 years of age. There was a traffic by merchant seamen in this drug; recently some illicit cultivation had also been discovered. The use of drugs for medical purposes was under strict supervision, and no cases of addiction to synthetic drugs had come to light. His country was planning stringent legislation against trafficking and illicit possession, and heavy penalties would be applied, such as a minimum term of imprisonment for ten years and a fine of £1,000.

138. The representative of India informed the Commission that in his country there was as yet no problem of "white drug" addiction. Manufacture of opiates and cocaine derivatives was entrusted only to government factories, which maintained a high order of security measures. Any future manufacture of synthetic drugs would be subject to similar safeguards. The main drugs of addiction continued to be opium and cannabis. As from 1 April 1959, opium for oral consumption was issued to registered addicts only on the recommendation of the authorized medical officer. Further, the quota of drug was gradually reduced by quarterly or half-yearly cuts. During 1960/61 only 2,687 kg of opium were supplied by the central government to the state governments for issue to registered addicts as against a quantity of 102,049 kg issued during 1951/1952. This success had been achieved by a systematic process of propaganda, education and advice in addition to fear of penalties. In some states a system of medical treatment had been introduced with marked success. The Indian Council of Medical Research and other public health organizations were actively engaged in developing a standard treatment for patients. Registration of opium addicts had

been completed in all the states, and in 1960 the number stood at 174,567. Opium smoking had never been a serious problem, the number of smokers registered being now 1,822. With regard to cannabis drugs, production had been severely brought down and the limits of private possession of ganja and bhang had been considerably reduced in those states which still permitted their non-medical consumption.

139. The observer of Greece said that hashish addiction was increasing in his country. There were 920 hashish addicts reported and 41 addicts used heroin. Facilities for the treatment of the latter existed in a number of hospitals. Cannabis addicts were mostly imprisoned or exiled to other islands where they could not obtain the drug.

140. The representative of China mentioned that in Taiwan province a total of 921 addicts were involved in prosecutions for narcotics offences, a significant increase in comparison with the figure for 1959 (514). Strengthened enforcement measures had brought to light more offenders and addicts. The main drugs of addiction are morphine and heroin. The addicts are first treated in closed institutions for disintoxication, upon completion of which they may serve the remaining term of sentence. Penalties for addicts are very severe even for the first offence; among the 921 addicts, 38 received sentences of imprisonment of more than ten years, 232 received 5 to 10 years, 649 received 1 year to 5 years and only two received less than one year.

141. The representative of the United Arab Republic stated that drug addiction in the Egyptian province was a serious problem with many aspects. The medical use of drugs was strictly controlled by the health authorities, and no difficulties had been encountered in respect of a small number of therapeutic addicts who received drugs under permit. All legislative, administrative and social measures taken by his government came up against basic difficulties caused by large quantities of hashish and opium flowing out from producing countries right up the Nile valley. Recently, a unified legislation, law No. 182, had been adopted for both provinces wherein provision had been made for the treatment and rehabilitation of addicts. Addicts would now be confined to sanatoria for disintoxication treatment by order of the court or voluntarily. During the period of confinement of an addict, the government would provide for the upkeep of the family and every attempt would be made to obtain gainful employment for the addict after his treatment and release. Provisional measures had been adopted to facilitate the treatment of prisoner addicts at the Cairo prison, and to accommodate voluntary patients in one of Cairo's largest hospitals. The representative mentioned that statistical data on addicts were difficult to obtain; recently a number of governmental bodies were co-operating in projects designed to obtain data on the causes of addiction, number of addicts, etc. Efforts were also directed to counteracting misconceptions which led to the abuse of drugs; two documentary films were being prepared on the subject, and advertisement media were being used at every opportunity. A number of private organizations were also endeavouring to create an anti-narcotics

social climate. The representative stressed that all measures were being taken and would continue to be actively pursued, but the problem would remain so long as no effective international action was taken to stop the flow of drugs from producing countries.

142. The representative of the Anti-Narcotics Bureau of the League of Arab States stated that addiction continued to be an acute problem in the Egyptian province of the United Arab Republic and was known to be on the increase in Lebanon. In the UAR every effort was being made to establish statistical data on addicts; the Government was trying to provide facilities for the treatment of addicts; and he informed the Commission about the aims and structure of the recently constituted national anti-narcotics society, but he thought that more direct assistance of international bodies in co-operation with national authorities was indicated. He considered that there was an urgent case for special studies in regard to hashish addiction in the region, and in this regard expected that the governments of the region would make applications through the normal technical assistance channels.

143. The representative of France mentioned that the addiction problem was not important in his country, and the main features showed no material change in comparison with previous years. He drew attention to the fact that in some countries there was a high incidence of addiction among doctors and not among chemists, and that it would be interesting to analyse the causes for this. He pointed out that in France where the use of drugs in the practice of doctors was strictly controlled, particularly by the system of counterfoil books, there were only very few addicted doctors.

144. The representative of Yugoslavia stated that there was no problem of addiction in his country.

145. The observer for Thailand stated that since the prohibition of opium smoking and sale in 1959 in his country, addicts had begun to turn to morphine and heroin. In 1960, 1,604 morphine traffickers were arrested, compared with 114 in 1959, and his government was anxious about the menace posed by this transference of addiction. The Government had established a home at Klong Rangsit, Pathumthani, about 43 km from Bangkok, for the medical treatment and convalescence of addicts, and the observer gave details about the organization of this home. There were also two resettlement centres for the hill tribes in the north of the country. The Government had to take account of the special conditions, and the social and economic repercussions of resettlement of these hill tribes, some of which engaged in opium cultivation as part of their economic and social culture. Land settlement projects had been undertaken for these tribes within the general framework of community development, and it was hoped that the cultivation of other crops to replace opium would take hold and spread.

146. The representative of the United Kingdom, with reference to the article in Vol. XIII, No. 1 of the *Bulletin on Narcotics* on the Tai Lam establishment for addicts in Hong Kong, gave an outline of the programme followed therein. More than 70% of the prisoner addicts

used heroin, often in conjunction with barbiturates. The treatment was directed to free the addict of his physical dependence on drugs, treat any related disease and build up his physical resistance. It was difficult to know how many of the cured addicts returned to their habit after leaving Tai Lam; there were four full-time after-care officers to follow up, but it was obvious that only a small percentage could be dealt with. The representative thought that addiction in Hong Kong largely resulted from disease or hard conditions of life, and such addicts were more amenable to treatment than psychopathic addicts.

147. The representative of Turkey informed the Commission that there were only 727 known addicts in his country, or about 3 for 100,000 of population. Of these, 649 used cannabis, 70 opium and 2 heroin. Penalties for addicts consisted of internment in a hospital and imprisonment for 3 to 5 years. In Istanbul, there was one specialized hospital, and special facilities existed in other hospitals. Disintoxication treatment for addicts is compulsory. Abatement to addiction is also liable to penalties of imprisonment and fine. With regard to rehabilitation and after-care, as yet there were no extensive programmes in Turkey, but the Government was showing an increased interest in rehabilitation projects. The representative emphasized that the presence of drugs in a country did not lead to addiction, as may be seen from the case of India and Turkey, which were large opium producers. Each country should study the basic social and economic causes of its addiction problem, and in this effort it should be helped by the international bodies. Referring to the information in the documents before the Commission, the representative of Turkey invited attention to the growing synthetic drugs problem and the extensive addiction to cannabis. With regard to the former, he thought that there were dangers in the widespread ignorance relating to the many newly developed synthetic drugs, and also in possible therapeutic misuse. He hoped that further studies on this question would be carried out for the benefit of all countries.

148. In Denmark, the observer of that country informed the Commission, the number of addicts had not changed substantially. This number, 600, included all persons who, over a period of years, have come to the attention of the narcotics division of the Sanitary Police. Prosecutions for narcotics violations had diminished year after year. Addicts used mostly synthetic drugs, though natural drugs were also used. The licit consumption of drugs was high in Denmark; this was possibly due to the available medical facilities through health insurance schemes. Recent trends showed a decrease in the licit consumption of drugs.

149. The representative of Canada stated that in his country addiction to heroin was the most prevalent form of drug abuse, being used by 92% of the addict population of 3,408. It was generally felt that addicts should be treated in institutions where the withholding of drugs and the rehabilitation of the persons concerned can be properly ensured. Last January, the Canadian Government had introduced a bill which will provide for the establishment of institutions where special

methods of treatment will be applied. Increased penalties for traffickers, up to life imprisonment, were also envisaged. The representative stressed that stricter control

in areas where opium is produced would greatly facilitate addiction problems in countries such as his which received illicit opiates from abroad.

## CHAPTER V

### OPIUM AND OPIATES, INCLUDING SCIENTIFIC RESEARCH ON OPIUM <sup>58</sup>

150. The Commission reviewed the progress made during the previous year in the United Nations opium research programme, as outlined in the note by the Secretary-General.<sup>59</sup> Supplementary information was provided by the representative of the Secretary-General.

151. Sixty scientists in 23 countries were collaborating in the international programme of research, 3 scientists being nominated to participate during the past year. Valuable contributions had been made by these scientists, particularly those in Canada, France, Italy, Japan, Spain, the United States of America, and Yugoslavia, and the results of their work were to be found in the documents in the ST/SOA/SER.K/. . . series. The Laboratory had sent authenticated samples of opium to scientists in several countries. Technical assistance in the form of training had been given at the United Nations laboratory and the Commission hoped that this work would be continued and possibly extended. During 1960 fellowships had been awarded to chemists from India, Turkey and Yugoslavia. A chemist from Switzerland had also received training. While at the United Nations Laboratory, fellows had visited laboratories and scientific institutions in several countries. These visits had been valuable, and the representative of the Secretary-General thanked the authorities in Belgium, Denmark, France, the Federal Republic of Germany, Italy, Norway and Switzerland for their co-operation in this matter. Several representatives also expressed their appreciation of the training and facilities afforded to scientists of their respective countries by the Laboratory and host countries.

152. There was agreement on the practicability and accuracy of the methods used in analyses of opium samples. A recent useful contribution, the development of an additional colour reaction, had been made by an Indian scientist, M. Ramanathan, while on a fellowship at the United Nations Laboratory.

153. In previous years the Laboratory had concentrated its attention on the development of reproducible methods and on the analyses of authenticated samples which were the basis for the investigation of seizures. During the period under review, the Laboratory had analysed a considerable number of samples of seized opium which had been submitted for the determination of origin, and reports had been communicated to the governments concerned, in accordance with the established procedure. Several representatives expressed

appreciation of the caution with which origin reports were made. A view was expressed that some consideration should be given to the eventual possibility of the Secretariat furnishing information resulting from origin determinations directly to the Commission as a whole.

154. The Commission agreed that in order to take advantage of recent advances in analytical chemistry, it seemed desirable that the Laboratory should complete its present equipment and should have certain instruments, in particular an infra-red spectrophotometer and a fluorimeter, instruments whose usefulness in this field had been demonstrated by Canadian and French scientists. Several representatives stressed the utility of these instruments, and expressed the hope that arrangements would be made to obtain the necessary financial appropriations.

155. Some representatives requested information on the standardization of methods and equipment which had been discussed at a previous session of the Commission.<sup>60</sup> In reply the representative of the Secretary-General referred to a document by Dr. Pinta<sup>61</sup> of France which discussed this problem. In the United Nations opium research programme, laboratories in several countries had carried out analyses on the same samples of opium using different instruments, in order to assess the reproducibility of the methods.

156. For the work of the opium research programme authenticated samples were essential and several governments had sent such samples to the Laboratory in 1960. However, there were still insufficient samples from South-east Asia and from Mexico, and also from some countries in the Middle East. In this connexion, certain progress had been made and a sample of Thai origin had recently been sent to the Laboratory. The observers for Burma and Thailand had promised to send further samples.

157. The Commission stressed the necessity of obtaining authenticated samples from known areas of opium production. The absence of such samples hampered the programme of research and application. The view was expressed that authenticated samples may cover production over a number of years to take account of fluctuations in local production. Also, the Laboratory should be provided with samples of opium produced illicitly. The Commission considered that, despite some difficulties that may be encountered, all countries in

<sup>58</sup> Agenda item 7 (E/CN.7/SR.470, 471 and 476).

<sup>59</sup> E/CN.7/400 and Add.1.

<sup>60</sup> Report, fourteenth session, para. 253.

<sup>61</sup> ST/SOA/SER.K/96.

which licit or illicit production took place should endeavour to provide authenticated samples for the Laboratory.

158. The representatives of India and Yugoslavia and the observers for Italy and Japan described the research which was being carried out in their countries, and the observer for Greece paid tribute to the work of Dr. Farmilo of Canada. The representative of the United Arab

Republic referred to the fine work which had been done in the opium research programme by the late Professor Baggesgaard Rasmussen of Denmark.

159. General appreciation of the progress achieved in the scheme for the determination of the origin of seized opium and the work accomplished by the United Nations Laboratory in this connexion during the past year was expressed.

## CHAPTER VI

### THE QUESTION OF THE COCA LEAF <sup>62</sup>

160. In accordance with the conclusions of the United Nations Commission of Inquiry which in 1949 had visited Bolivia and Peru, and with the opinion of the WHO Expert Committee which stated in 1952 that coca-leaf chewing was a form of drug addiction, the representatives of all countries mainly concerned agreed at the ninth session of the Commission, in 1954, that such chewing was harmful and should gradually be abolished. In the same year the Council adopted a resolution which recommended, among other things, that the governments concerned continue their efforts to abolish the habit progressively in their countries, to limit progressively the importation of the coca leaf for chewing, and to continue their programmes of health education.

161. It was observed that the Economic and Social Council had drawn attention to the part which technical assistance could play in helping the countries concerned to deal with their coca-leaf problem, and the Commission learned that a few inquiries had been received from the governments concerned and that a fellowship had been awarded to a Bolivian official.

162. The Commission was informed that the total world production of coca leaf in 1959 was 11,251 tons. Of this total, only 2% was used for medical purposes — i.e., for production of cocaine. Apart from Bolivia, Colombia and Peru, the only countries producing coca leaves were China (Taiwan province) and Indonesia, where such production was very small.

163. There had been no great change in the situation since the Commission's fourteenth session, when the Commission had considered a report on the question of the coca leaf, which gave a comprehensive review of the coca-leaf problem.<sup>63</sup>

164. It was generally agreed that coca-leaf chewing involved far-reaching economic and social problems. Improvement of nutrition and more generally the raising of the standard of living and the improvement of health education were important factors in solving the problem. The substitution of other crops for the coca bush would play an important role, and resettlement (where this took place) of the highland Indians who were the people most affected had also to be considered.

165. It was hoped that the recent regional initiatives (such as the Rio de Janeiro Conference of March 1960) taken in South America would also contribute to more progress in this field where in recent years the situation in some of the countries concerned had seemed to be rather stagnant.

166. The Commission noted that the Single Convention established the same system of control over coca leaves as over opium. A country might reserve the right to permit coca-leaf chewing, but such use must have ceased within twenty-five years after the treaty came into force.

167. The representative of Peru informed the Commission that the problem in his country involved economic and social factors. The custom of chewing was deep-rooted among these people whose standard of living was very low. Climatic and soil conditions were very suitable for cultivation of the coca bush and the crop, which was in great demand, yielded high profits. This added to the difficulty of initiating a different crop. The remoteness of the areas concerned and the numerous small cultivations made the Government's task difficult. New enterprises and agricultural projects had been encouraged in order to raise the standard of living; in particular the "Peruvia Plan" envisaged the agricultural development of nearly a million hectares of land and the generation of low-cost electrical power. Moreover, recently improved communications would go far in helping to integrate the population and raise their standard of living. Mobile educational units have been sent into the areas concerned and despite the remoteness and mountainous nature of the country and the ancient customs of the people, it was hoped that this educational campaign would bring beneficial results. The Government, through the Coca Monopoly and the Ministry of Agriculture, was endeavouring to reduce cultivation. The authorities imposed as strict control as possible to prevent illicit traffic in coca leaf, but the length and topography of Peru's frontiers made the task a difficult one. The Peruvian Government trusted that all these measures would eventually lead to a solution of the ancient and harmful custom of coca-leaf chewing.

168. The Commission learned that in Colombia cultivation of coca-leaf was limited to the departments of Cauca, Huila, Narino and Santander, and the number

<sup>62</sup> Agenda item 8 (E/CN.7/SR.471, 474 and 476).

<sup>63</sup> E/CN.7/370.

of bushes was approximately 500,000. The area of cultivation, about 700 hectares, was very small in comparison with the national territory. It had been noted that people from Cauca who had emigrated to industrial areas had abandoned the chewing habit. There was no illicit traffic in coca-leaf. The observer from Colombia considered that the passing of laws alone did not solve the problem, but that industrialization and the raising of the standard of living was the right solution for this problem, which was not serious in his country.

169. The observer for Argentina informed the Commission that coca leaves were imported into his country for two purposes: for the manufacture of cocaine and for chewing by indigenous people, particularly of Bolivian origin, who had come to the north of the country as agricultural workers. In 1958 coca-leaf chewing was permitted in the provinces of Jujuy, Salta and Tucuman, but in 1960 such chewing was authorized only in Jujuy and Salta. The policy of the Government was to authorize an annual import quota for coca leaves for chewing in the places where it was allowed and to reduce this quota each year by about 10,000 kg. Thus the authorized import for chewing in 1958 was 200,000 kg, whereas in 1946 such import amounted to 410,000 kg. In 1961 the quota was 170,000 kg. Calculated on the basis of the average amount of coca leaves consumed daily by a chewer, the number of chewers in Argentina could be estimated at between 40,000 and 50,000 persons out of a population of 800,000 in the provinces concerned. Some eighty pharmacies were authorized to sell coca leaves and were subject to periodic inspections. The observer for Argentina was glad to say that the measures taken in his country to reduce coca-leaf chewing had been adopted as a result of the recommendations in Council resolution 548 E (XVIII); he thought that the problem would probably disappear in Argentina in the future.

170. The Commission considered that the information available on the situation in some of the countries concerned with the coca-leaf problem was still inadequate. It expressed the opinion that more detailed information on this progress was essential for its work. For example, requests for information were made on the following matters: extent of areas under cultivation; amount of production of coca leaves and number of chewers in cases where such information had not been furnished, and the methods by which these figures were calculated; plans for substitute crops; health education programmes to discourage chewing; measures to raise the standard of living and to improve nutrition; and plans for the use of technical assistance under United Nations programmes. Information was also desirable concerning the organization and functions of the Coca Leaf Monopoly in Peru, the system of licensing of cultivators and plots; the conditions of the delivery of the crop; the control of the internal and external trade; the actual prices and the taxation of the leaves; the control of the manufacture of cocaine; and the illicit traffic.

171. In reply to questions by several members of the Commission the representative of Peru informed the Commission that the Coca Leaf Monopoly was estab-

lished in 1949 in order to provide an effective system of control and to help give effect to the provisions of the international narcotics treaties. The Monopoly controlled the sowing, cultivation, harvesting, distribution, consumption and export of coca leaves. The manufacture of cocaine was under the control of the Ministry of Health. Cultivation was confined to certain zones and producers were licensed. The existing cultivation could not be extended, renewed or destroyed without informing the Monopoly and giving the reasons for such actions. A cadastral survey showed a total of 16,092 hectares under cultivation, and only 970 hectares remained to be surveyed. Transport of coca leaves was permitted only by public roads, at certain hours of the day, and the consignments had to be accompanied by invoices and papers authorizing transport. The establishments for the sale of coca leaves required a special licence. The producers had to declare the amount of production. Only the Monopoly might export coca leaves, and with the authorization of the Ministry of Finance. The Government reported for the year 1959 that some cultivation had been destroyed in an area of about 520 hectares, and this was considered important because the potential production there involved was about 690,800 kg. In 1958 total production fell by 785,000 kg, and in 1959 by 172,435 kg. The Peruvian Government was interested in technical assistance, especially experts in health education, improvement of agriculture and narcotics control. Good results had already been obtained in the field of technical assistance from the Andean-Indian Project — a joint UN-ILO-WHO-UNESCO-FAO effort administered by the ILO. In Peru the approximate number of coca-leaf chewers was 820,000. In 1958, government cocaine factories received 28,960 kg of coca leaves; in 1959, 70,680 kg; and in 1960, 66,134 kg. The factories produced 450 kg of cocaine paste in 1959. Sales of cocaine paste amounted to 533 kg 100 g in 1959. At the end of 1958, remaining stocks after sales were 36 kg 608 g compared with a stock of 120 kg at the beginning of the year. In 1960 the internal trade in coca leaves was valued at 27,298,000 soles<sup>64</sup> (about 1,000,000 US dollars), and exports were worth 2,099,648 soles (about 75,000 US dollars). In 1959 production of coca leaves was 9,200 tons, of which 169,517 kg were exported. The internal tax on coca leaves was 2.80 soles (12 cents US) per kilo. From 1956 to 31 March 1960 the price of coca leaves had greatly increased. The price in 1956 was 569.22 soles per hundredweight (20.54 US dollars); in 1959 it rose to 761.21 soles (27.48 US dollars), and in 1960 it was 927.21 soles (33.46 US dollars).

172. There were very severe penalties for illicit trafficking, from 2 to 15 years' imprisonment and a maximum fine of 500,000 soles (approximately 18,000 US dollars). Constant vigilance was exercised, especially at the frontiers and at air, maritime and land centres of communication. The problem of coca-leaf chewing in Peru could not be solved while the present economic and social conditions of the Andean Indians subsisted and while the country was still under-developed.

<sup>64</sup> 27.70 soles per dollar.

Industrialization would help to raise the standard of living of the Andean Indians. A law had recently been passed in connexion with industrial development and the "Peruvia Plan" gave emphasis to education and new modes of employment for the ever-increasing population. Only by such means could the problems of coca-leaf chewing be solved.

173. The Commission thanked the representative of Peru for the information which he had supplied and it

was suggested that in future such information, completed if possible, should be included in the annual report of Peru.

174. It was suggested that in view of the lack of detailed up-to-date information on the problems of the coca-leaf, the governments of the countries concerned who had not already done so should be asked to prepare comprehensive reports on the situation for consideration by the Commission at its next session.

## CHAPTER VII

### THE QUESTION OF CANNABIS (INCLUDING SCIENTIFIC RESEARCH ON CANNABIS) <sup>65</sup>

#### Medical use of cannabis

175. The Economic and Social Council on the basis of the opinion of the WHO Expert Committee on Addiction-producing drugs that medical use of cannabis was practically obsolete and that such use was no longer justified,<sup>66</sup> and as proposed by the Commission, recommended in resolution 548 F I (XVIII) that governments explore the possibility of discontinuing the medical use of cannabis drugs. The Third Draft of the Single Convention on Narcotic Drugs prepared by the Commission<sup>67</sup> consequently prohibited the medical use of cannabis except in certain systems of indigenous medicine. At its fourteenth session, however, the Commission heard that recent research tended to show that cannabis might contain medically useful substances. At the suggestion of the Commission, therefore, the Economic and Social Council in resolution 730 E (XXVIII) asked WHO to prepare, in the light of recent research in several countries, a report on the use of cannabis for the extraction of useful drugs, particularly of the antibiotic type. The report, entitled "The merits of Antibiotic Substances obtainable from Cannabis Sativa"<sup>68</sup> was presented by the WHO to the Conference for the Adoption of a Single Convention on Narcotic Drugs, which met in New York January-March 1961 and where it served its primary purpose in helping the Conference to draft provisions concerning cannabis drugs in the 1961 Convention.<sup>69</sup> It was noted that the 1961 Convention as adopted by the Conference permitted the medical use of cannabis drugs subject to the same controls as other drugs in schedule I of the Convention. Cannabis and cannabis resin, however, were included in schedule IV of the Convention, which meant that the prohibition of their medical use was recommended. Extracts and tinctures of cannabis were not included in schedule IV but only in schedule I, and therefore their prohibition was not recommended.

176. As regards extracts and tinctures of cannabis, the question was raised whether, in view of article 2 of the 1961 Convention providing that preparations containing drugs were subject to the same control as the drug which they contain,<sup>70</sup> such extracts and tinctures should not be considered to be cannabis preparations and thus subject to the recommendation of prohibition, which would apply to such preparations by virtue of the inclusion of cannabis in schedule IV. It was explained that in the 1961 Convention cannabis extract and tincture were considered as separate drugs and not as cannabis preparations.

177. The Commission learned that in India experts who had been consulted by the Government were of the opinion that the medical use of cannabis should continue in certain cases of indigenous systems of medicine. The Indian Pharmacopoeia Committee also desired to retain cannabis drugs. Cannabis was also used as a sedative in India.

178. The representative of the United Arab Republic informed the Commission that as a result of the recommendation of the Economic and Social Council (Resolution 548 F I (XVIII)) the importation and medical use of cannabis drugs and preparations containing cannabis had been stopped in the Egyptian Province, and stocks had been confiscated and destroyed.

#### The cannabis situation in general and in individual countries and territories

179. At its fifteenth session the Commission had received the last four of twenty-four studies of the cannabis situation in individual countries and territories.<sup>71</sup> It had been suggested that with the completion of these country surveys it would be advisable to summarize the results.<sup>72</sup> The Commission had before it a document<sup>73</sup> bringing up to date the developments

<sup>65</sup> Agenda items 9 and 10 (E/CN.7/SR.461, 470 and 476).

<sup>66</sup> Wld. Hth. Org., *Techn. Rep. Ser.*, 1952, 57, p. 11.

<sup>67</sup> E/CN.7/AC.3/9, article 39.

<sup>68</sup> E/CN.7/409; E/CONF.34/5.

<sup>69</sup> E/CONF.34/22.

<sup>70</sup> E/CONF.34/22, Article 2, para. 3.

<sup>71</sup> Report, fifteenth session, para. 212; E/CN.7/286 and Add.1-29.

<sup>72</sup> Report, fourteenth session, para. 314.

<sup>73</sup> E/CN.7/399.

of various aspects of the cannabis problem and setting out some important conclusions which had emerged from the country surveys and from other official information available to the Secretariat. An annex to the document contained a summary of the twenty-four country surveys.

180. The Commission noted that the summary corroborated some of the conclusions drawn by the Commission on earlier occasions. For instance, there was very little evidence that crops grown for industrial purposes were a source of illicit use of or traffic in cannabis. Wild growth appeared to be a source of illicit traffic in and consumption of cannabis in several countries. Though still used extensively in the Ayurvedic, Unani and Tibbi systems of medicine of the Indian-Pakistani subcontinent, cannabis drugs were seldom used in "western" medicine today. Legal non-medical use was now confined to the Indian-Pakistani sub-continent, where consumption was subject to strict control and the policy was to prohibit such use as soon as possible. The volume of the illicit traffic had remained high, over 670 tons of cannabis having been reported seized during 1959. While seizures were reported from every continent, a large part of the illicit traffic was domestic or between countries with common frontiers.

181. The Commission was informed that in Greece cannabis was grown illicitly on a small scale and also grew wild, particularly in the northern provinces. However, a large part of the cannabis illegally used in Greece came from Lebanon.

182. The observer for Ghana informed the Commission that in his country cannabis was the most widely misused drug, there was no known case of addiction to manufactured drugs, and that whereas cannabis had formerly mostly been smuggled into the country by sailors, it was now also illicitly cultivated.

183. The Commission noticed in particular that the consumption of cannabis is widespread in Africa. It recalled the social danger of acute cannabis intoxication and referred, among other sources, to the declaration made by the Portuguese permanent representative before the United Nations Security Council<sup>74</sup> during its consideration of the recent troubles that had occurred in Angola. He had expressed his opinion that the assailants had taken stimulants, in particular strong doses of cannabis "which created in them a state of aggressiveness and irresponsibility that led to their acts of savagery".

184. The French representative reported the existence of a natural drug, "somorona", on which a communication had been sent to the Academy of Madagascar.<sup>75</sup> The drug is a vascular cryptogam of the *Lycopodium* genus, used alone or in conjunction with cannabis (*Rongony*) in order to make the person taking it "brave, unaffected by danger, able to overcome fatigue and conquer fear". "Somorona" is also administered to fighting cocks and bulls, and to dogs used for boar-hunting. It was considered that the governments of

African countries, and that of Madagascar, should be asked to co-operate by reporting any such natural substances having mental effects, so that studies could be undertaken which might possibly lead to the discovery of medicaments of value in psychiatric treatment in particular.

185. In answer to a question regarding the various uses of bhang<sup>76</sup> in India, the Commission was referred to the Survey of the Cannabis Situation in India which contained a detailed account of such uses.<sup>77</sup> While the leaves of the cannabis plant when not accompanied by the tops had been excluded from the rigid regime applicable to cannabis under the 1961 Convention, and would be subject to only a general obligation of parties to prevent the abuse of and illicit traffic in such leaves, they were in fact subject to certain controls in India as regards limits of possession and purchase; they were prohibited in some states, and in other states the legal amount which an individual was allowed to have in his possession was strictly limited. Consumption of cannabis was greatly decreasing in India.

#### Scientific research on methods of identification of cannabis

186. The Commission reviewed the progress made during the previous year in the United Nations programme on cannabis research<sup>78</sup> which had been carried out in accordance with resolution 8 (XIV).

187. Since the beginning of the programme, the authorities of Brazil, Canada, Cyprus, the Federal Republic of Germany, Greece, Morocco, Sweden and the United Kingdom had sent samples of cannabis to the United Nations Laboratory. Assistance had also been given by the Geneva Botanical Gardens and the University of Geneva who had provided samples. Although the Laboratory had given priority in accordance with the Commission's directives to the scientific research on opium, a study had been made of the absorption characteristics of cannabis in the ultra-violet region.<sup>79</sup>

188. Regarding the international collaboration in the research programme reference was made to an important contribution by Canada which had furnished a detailed study on the chemical analysis of cannabis and which was in course of publication. The Institute for the Control of Drugs, Zagreb, Yugoslavia, was also carrying out research on cannabis; and Dr. Fritz, Professor of the Faculty of Medicine, Budapest, Hungary, had recently been nominated by the Government of the Hungarian People's Republic to participate in the United Nations research programme. In addition a document on the methods used for the identification of cannabis in the United States of America had been published in the ST/SOA/SER.S/. . . series.<sup>80</sup>

<sup>76</sup> Bhang is the dried mature leaves of the cannabis plant.

<sup>77</sup> E/CN.7/286/Add.12, part F.

<sup>78</sup> E/CN.7/397 and Add.1.

<sup>79</sup> ST/SOA/SER.S/2.

<sup>80</sup> ST/SOA/SER.S/3.

<sup>74</sup> S/PV.944, page 38.

<sup>75</sup> Communication of 17 November 1960, by Edmond Heiby.

189. The representatives of Greece and Hungary described the research on cannabis which had been carried out in their countries. In reply to a question, the representative of the World Health Organization

said that it was not yet known what component of cannabis was addiction-producing, and it was therefore not possible to assess quantitatively its addiction-producing properties.

## CHAPTER VIII

### THE QUESTION OF SYNTHETIC NARCOTIC DRUGS <sup>81</sup>

190. The Commission had before it a document prepared by the Secretariat "Supplementary Information on Synthetic and Other New Narcotic Drugs" <sup>82</sup> containing up-to-date information and including statistical tables showing the consumption of narcotic drugs expressed in terms of number of average therapeutic doses consumed per thousand population for the world as a whole and in fifty particular countries. The document followed the same pattern as in previous years. <sup>83</sup>

191. Consumption of synthetic narcotic drugs had tended to increase, but this had not been accompanied by a decrease in consumption of natural narcotics which in fact had also risen. Natural drugs used also for anti-tussive purposes, particularly codeine, continued to be the drugs in greatest use, accounting for more than 88 per cent of the total consumption of narcotic drugs. Once again, it appeared that countries with apparently equivalent social and economic conditions and standards of medical services have different rates of consumption.

192. The Commission learned that the WHO hoped to make some studies concerning a possible relationship between consumption and the level of medical services in various countries, and considerable interest was expressed in this question of the difference in the rate of consumption in countries with a similar level of economic and social development and of medical facilities. The opinion was expressed that climatic conditions might have some influence in this connexion. It was also observed that the figures for consumption given in the document in a particular country might be misleading; in the case of the United Kingdom, for instance, the total consumption of morphine included amounts used in the manufacture of exempted preparations, some of which might be used in the country and some exported.

193. It was also noted that in some countries pholcodine and ethylmorphine had to some extent taken the place of codeine, and this was considered desirable because pholcodine was practically void of addiction-liability and ethylmorphine had unpleasant side-effects which tended to make addiction less likely.

194. The opinion was expressed that synthetic narcotic drugs could become a serious danger, and it was suggested by some representatives that there should

be special control measures in respect of such drugs. Regret was also expressed that the 1961 Convention did not include special provisions for synthetics, as was the case with opium, coca leaves and cannabis. On the other hand, it was pointed out that at present the same regime applied to synthetic drugs as to natural manufactured drugs, and the opinion was expressed that what was really important was to apply this strict control to all narcotics without making any distinction between natural and synthetic drugs, and in particular to apply control as quickly as possible to all new narcotic drugs.

195. The representative of Turkey stated that synthetic narcotic drugs appeared from the document on drug addiction <sup>84</sup> to be used by addicts in a considerable number of countries. It was also suggested that in some countries addicts had turned to the use of synthetics because they were not always under such strict control as natural narcotics. More studies should be made concerning addiction to synthetic narcotics, the information available being very inadequate. The representative of the United Kingdom expressed the view that some addiction to synthetic drugs was the inevitable result of their use in medical practice, but that the extent of this addiction at present did not justify particular alarm. Addiction to synthetic drugs as well as to natural drugs should constantly be watched.

196. It was pointed out that while there had been a slight increase in seizures of synthetic narcotics, such seizures were insignificant in comparison with seizures of natural narcotic drugs.

197. Considerable concern was expressed concerning advertising of new drugs, many of them being of synthetic origin. Most of the advertisements and samples received by physicians concerned new drugs. Doctors not having full information of all properties, including harmful side-effects, might use these drugs for treatment of their patients without being aware of the fact that they were addiction-producing, whereas they were usually familiar with the dangers represented by older natural narcotic drugs. Against this it was pointed out that it was important to require the use of the international non-proprietary name, since a trade name would not necessarily reveal the narcotic nature of the drug even if it were an old natural drug. In this connexion it was mentioned that the third draft of the Single Convention had contained a provision requiring in advertisements the use of the international non-proprietary name communicated by the WHO, but that this requirement

<sup>81</sup> Agenda item 11 (E/CN.7/SR.463 and 475).

<sup>82</sup> E/CN.7/401.

<sup>83</sup> E/CN.7/319, 339, 361 and 385.

<sup>84</sup> E/CN.7/404.



had been changed to a recommendation in the 1961 Convention as finally adopted by the Plenipotentiary Conference.

198. The question of the time-lag between the coming of a new drug on to the market, particularly in the above-mentioned circumstances, and its eventual placement under international control with the consequent danger to public health was again raised. The representative of France stated that in his country the use of a new drug was prohibited until after a complete study proved that it had advantages over drugs already in use.

199. The Commission's attention was drawn to the decisions taken at the fourteenth and fifteenth sessions<sup>85</sup> regarding the addition of a "reference number" to facilitate the identification of narcotic drugs. In view of the studies now in progress within the framework of the Council of Europe (partial Agreement), the Commission decided that consideration of the matter should be postponed until the next session.

<sup>85</sup> Report, fourteenth session, paras. 335-343; Report, fifteenth session, paras. 227-232.

## CHAPTER IX

### OTHER SUBSTANCES<sup>86</sup>

#### Questions relating to the control of other substances (barbiturates, tranquillizers, amphetamines, etc.)

200. These substances are not under international control, but the Commission keeps the situation concerning them under review as it develops, and at its twelfth session it recommended governments<sup>87</sup> to take appropriate legislative and administrative measures to prevent the abuse of barbiturates and to keep a close watch on any abuse of tranquillizers with a view to adopting any necessary control measures.

201. The WHO representative explained why the Expert Committee had stated in its seventh report that control measures at the national level were sufficient for barbiturates, but that the use of such substances needed close attention and in some instances much stricter control measures were required. In the meantime the situation could scarcely be said to have improved, as was clear, for instance, from the data published in the *Bulletin on Narcotics*. A more accurate assessment of the actual danger to public health presented by the uncontrolled use of barbiturates was difficult because of the lack of comparable data from the countries concerned.

202. The WHO representative explained the scientific reasons for placing some of the tranquillizing agents in the same category as barbiturates with respect to their capability of producing physical dependence. However, no new evidence had come to light warranting a change in the Expert Committee's stated opinion that barbiturates and certain tranquillizing substances were, in general, to be regarded as habit-forming but not, save in exceptional cases, as addiction-producing.

203. During the ensuing discussion several representatives drew attention to the real dangers which could result from the possible abuse of publicity concerning such drugs. Some representatives asked whether it would not be advisable to include barbiturates among the drugs whose use was regulated by the existing treaties. They thought it might be better to forestall

the possible danger rather than wait until it had actually arisen, as had happened in the case of some narcotic drugs.

204. The representatives of Turkey, the United Arab Republic and Yugoslavia introduced a draft resolution<sup>88</sup> under which the Commission recommends that governments should take appropriate measures to place the production, distribution and use of barbiturates under strict control, and that the competent organs of the United Nations and WHO should examine the necessity and the possibility of adopting adequate measures for the international control of such drugs. It was pointed out that a draft resolution<sup>89</sup> similarly worded had been considered by the Conference of Plenipotentiaries for the adoption of a Single Convention on Narcotic Drugs but had failed by one vote to obtain the necessary two-thirds majority.<sup>90</sup> Nevertheless, twenty-five countries had voted in favour of the draft resolution — a considerably larger number than were represented on the Commission. The problem of barbiturates had international aspects, although there was no illicit traffic in these substances, which at present were not under international control.

205. It was pointed out, however, that the best method of preventing the abuse of barbiturates was to place them under strict national control and to allow them to be supplied only against a medical prescription, as WHO had recommended.<sup>91</sup> So far, it was stated, no case had been made out for applying to them the measures of international control governing narcotic drugs. Moreover, such a study as that suggested in the draft resolution was regarded by some representatives as premature.

206. The representative of the United States of America requested that the discussion on this draft resolution should be adjourned until the Commission's seventeenth session. During the exchange of views which followed, the opinion was expressed that, while the

<sup>88</sup> E/CN.7/L.239.

<sup>89</sup> E/CONF.34/L.38 and Corr.1.

<sup>90</sup> E/CONF.34/SR.40.

<sup>91</sup> WHO, *Techn. Rep. Ser.*, 57 and 116.

<sup>86</sup> Agenda item 12; E/CN.7/SR.472 and 477.

<sup>87</sup> Report, twelfth session, Annex II, resolutions VI and VII.

Commission was entitled to agree to such a proposal, there was no need to postpone the discussion. The Commission took the view that if consideration of the draft resolution were postponed it would nevertheless be useful if the Secretariat were to prepare a summary of the information available to it on the subject of barbiturates. The Commission also expressed the view that it would be helpful if the *Bulletin on Narcotics* were to publish articles on various aspects of this problem. The proposal to postpone consideration of the draft resolution until the seventeenth session was adopted by 8 votes in favour, 2 against, with 5 abstentions, those abstaining including the three delegations which had sponsored the draft resolution. The representatives of these three delegations, explaining their abstentions, stated that if they had not objected to the postponement it was because they wanted to stress their desire for harmonious co-operation in solving this problem, and also in order to make possible a fuller study which would give to the Commission the possibility of expressing at its next session its considered views on the situation.

#### The question of khat

207. The problem of khat has been before the Commission since it was first brought to the Commis-

sion's attention by the representative of Egypt in 1956. At its twenty-fourth session in 1957, the Council adopted resolution 667 D (XXIV) inviting WHO to study the medical aspects of the problem of khat (*Catha edulis*) and to report thereon to the Commission.

208. The WHO representative reported to the Commission on the progress made by his organization in this study. The investigations had revealed the need for experiments with the pure active substance or substances contained in the leaves, so as to bring out the effects of the whole plant. To that end the substance or substances in question had to be isolated. If it had been possible to confirm that the active principle was in fact cathin ((+)-norpseudoephedrine), as believed by previous authors, it would have been relatively easy to undertake the pharmacological evaluation of that substance, which could be produced in any desired amount by chemical synthesis. However, the active principle so far isolated from fresh khat leaves was not identical with cathin. That fact, together with the difficulties encountered in isolating the active principle, explained the apparently slow progress of the investigation. While WHO was, for those reasons, compelled to postpone the preparation of its final report, it would endeavour to submit a provisional report as soon as possible.

## CHAPTER X

### SINGLE CONVENTION ON NARCOTIC DRUGS, 1961<sup>92,93</sup>

209. The Commission had before it a report<sup>94</sup> on the Plenipotentiary Conference for the Adoption of a Single Convention on Narcotic Drugs, which met at United Nations Headquarters, New York, from 24 January until 25 March 1961, and it was noted that an analytical report on the Convention would be prepared by the Secretariat in time for the next session of the Council and of the Commission.

210. Meanwhile, the Commission considered the contents of the Convention concluded in the light of the three main goals which had been set for it by the Economic and Social Council.<sup>95</sup> Those aims had been the codification of the existing multilateral treaty law, simplification of the international machinery, particularly by the amalgamation of the PCOB and the DSB, and the extension of control to the cultivation of plants which were grown for the raw materials of natural narcotic drugs.

211. The first, the codification of the existing multilateral treaty law in this field, had been almost completely achieved, with the exception that the provisions of the 1936 Convention on Illicit Traffic would be

continued. However, this slight derogation from the aim of an all-embracing document may be considered as strengthening rather than weakening the scope of the new treaty system, because the 1936 Convention attracted only a relatively limited number of Parties. Some of its provisions were incompatible with the legal traditions of certain countries, particularly those with so-called common law systems. Inevitably in the framing of more widely acceptable penal provisions for the new Convention, less rigid obligations resulted. Thus, it seemed reasonable to permit those States which were willing to apply the stricter provisions of the 1936 treaty to do so. Meanwhile others, some of whom are important for the purposes of narcotics control will, under the new Convention, accept some obligations<sup>96</sup> where they had not hitherto been bound by any significant penal provisions in the field.

212. The second main goal — simplification of the international control machinery — had been achieved; the PCOB and DSB would be amalgamated into a single body, and at the same time some administrative simplifications would also be made.

213. With regard to the third goal — the extension of the control systems to the cultivation of plants grown for the raw materials of natural narcotic drugs — while the provisions adopted are not as far-reaching as

<sup>92</sup> Document E/CONF.34/22.

<sup>93</sup> Agenda item 14 (E/CN.7/SR. 465-466).

<sup>94</sup> E/CN.7/403.

<sup>95</sup> ECOSOC resolutions 159 D (VI) and 246 D (IX).

<sup>96</sup> Article 36 of the 1961 Convention.

some which had been proposed, the new Convention replaces the present general and rather unspecific obligation to control the production of opium by specific provisions including, *inter alia*, the establishment or maintenance of national opium monopolies and an obligation to limit production exclusively to medical and scientific purposes. The new Convention would apply the same obligations in principle, with modifications in the details of the provisions, to the cultivation of the coca plant and of the cannabis plant for the production of narcotic drugs. Cultivation of the two latter plants is at present under no international obligations as to control. There is also a measure of control extended to poppy straw for the first time.<sup>97</sup>

214. The Commission next viewed some other principal provisions of the 1961 Convention against the present treaty system. It noted that some provisions, like those dealing specifically with the medical treatment and rehabilitation of addicts,<sup>98</sup> were quite new, while others, such as the estimates and statistics<sup>99</sup> system which had worked so well, were continued virtually without change. Again, the provisions of the 1925 Convention relating to the recommendatory embargo on drugs<sup>100</sup> were incorporated into the new Convention with the addition that the new Board may apply them against not only drug-importing countries but also drug-exporting countries as well.<sup>101</sup> An even more far-reaching proposed mandatory embargo was widely opposed and not adopted. Also, the obligation to limit the use of narcotic drugs to medical or scientific purposes was extended to all narcotics.<sup>102</sup> At present the use of opium (other than medicinal opium), coca leaves and cannabis has not been so limited. Thus as a result of the new Convention such practices as opium smoking, opium eating, coca-leaf chewing and hashish (cannabis) smoking would be prohibited after a transitional period, permitting the countries concerned to overcome the difficulties inherent in the abolition of these old customs.

215. It was recalled that two major concepts, the mandatory prohibition of particularly dangerous drugs and a closed list of opium producers, though both strongly urged, had not found favour with the Conference and had been modified in the spirit of compromise which pervaded the meetings. Under the terms of the new treaty<sup>103</sup> the prohibition of such drugs would be under a special type of recommendation. In the existing treaties there is no provision for such prohibition, although the control organs concerned have, in practice, made such recommendations without specific treaty authority. Also, as the 1953 Protocol has not yet entered into force, the present situation with regard to the control of opium production has

been strengthened, since any country which produces opium at all would be required to apply to such production a strict system of control amounting to the establishing of a state monopoly. In addition, a Party intending to start to produce opium for export must notify the Board, and new producers of more than five tons must receive prior Council approval.<sup>104</sup> These provisions represent the compromise achieved by the Conference when it found itself faced with a conflict between the movement towards the limitation of the number of producing countries and the principle that all countries should be free to exercise complete sovereignty and control over their natural resources.

216. There is a new treaty obligation relating to provisional control to all new drugs pending the establishment of definite or even provisional control by the Commission. This requires that Parties shall consider the application of provisional control in the light of available information.<sup>105</sup>

217. The new Convention would also require that exempted preparations be sold by licensed vendors,<sup>106</sup> whereas at present governments may, if they wish, permit their sale from relatively unrestricted outlets.

218. There was general agreement in the Commission that the new Convention had not only codified and clarified the existing treaty system, but had also brought it up to date, particularly with respect to the schedules.

219. The United States representative stated that his government was making studies with a view to determining how far the provisions of the 1961 Convention relating to the control of opium would affect the campaign against the illicit production, and how far these results would compare in their favourable effect with those achieved under existing treaties and which might be achieved under the 1953 Protocol.

220. Many representatives expressed the hope that the forty ratifications necessary for the coming into force of the Convention would soon be forthcoming.

221. On the proposal of the representative of India, the Netherlands and the United Kingdom, the Commission adopted the draft resolution,<sup>107</sup> by a vote of 12 in favour, none against, and three abstentions, as resolution 3 (XVI). "The Single Convention on Narcotic Drugs" for adoption by the Council. It recommends that the 1961 Convention should be studied as expeditiously as possible with a view to early signature, ratification, or accession, as the case may be. The representatives of Hungary and the Union of Soviet Socialist Republics declared that they abstained from voting because the new Convention did not permit the participation of all countries without distinction as regards their political and economic systems. They expressed the view that some of the technical provisions of the new treaty were also not satisfactory, requiring further study by their governments. The representative of Yugoslavia declared that he had abstained

<sup>97</sup> Article 25 of the 1961 Convention; see, however, article 4 of the 1953 Protocol.

<sup>98</sup> Article 38 of the 1961 Convention.

<sup>99</sup> Articles 19 and 20 of the 1961 Convention.

<sup>100</sup> Articles 24 and 26 of the 1925 Convention.

<sup>101</sup> Article 14 of the 1961 Convention.

<sup>102</sup> Article 4 (c) of the 1961 Convention.

<sup>103</sup> Article 2 (5) of the 1961 Convention.

<sup>104</sup> Articles 23 and 24 of the 1961 Convention.

<sup>105</sup> Article 3.3 (1) of the 1961 Convention.

<sup>106</sup> Article 30 of the 1961 Convention.

<sup>107</sup> E/CN.7/L.238.

from voting because the resolution did not reproduce the provisions<sup>108</sup> of the 1961 Convention which permitted the Council to invite not only the States referred to in the resolution but also any other State to become a party to the 1961 Convention. The representative of the United States of America declared that his vote in favour of the resolution did not prejudice whatever action his government might take in the future with regard to the 1961 Convention.

[For the text of resolution 3 (XVI), see chapter XIII, draft resolution B.]

222. The Commission felt that the full records of the Plenipotentiary Conference which adopted the 1961

<sup>108</sup> Article 40, paragraph 1.

Convention should be printed, including the reports and summary records of the various committees. The substance included in the Convention was to a great extent thirty to fifty years old, and it was to be assumed that its provisions will be in force for a very long time. The interpretation will require reference not only to the proceedings of the plenary meetings, but also to the technical material contained in the committees' records. This is borne out by experience with the existing treaties, where the various records of 1912, 1925 and 1931 are still very frequently used by governments and international organs for purposes of interpretation. Mimeographed records would do for treaties concluded for relatively short periods, but would not be sufficient for such a treaty as the 1961 Convention, which, it is considered, will be in force for a long time.

## CHAPTER XI

### TECHNICAL ASSISTANCE FOR NARCOTICS CONTROL<sup>109</sup>

223. The Commission had before it a report by the Secretary-General<sup>110</sup> summarizing the action taken by the Economic and Social Council and the General Assembly since the fifteenth session of the Commission, and giving information on technical assistance projects relating to narcotics control in 1960, under General Assembly resolution 1395 and under the Expanded Programme of Technical Assistance.

224. As regards regional projects, under General Assembly resolution 1395 a meeting of a consultative group in narcotics control for South-east Asia was organized; and a small amount of assistance was given at the request of several of its members of the Permanent Anti-Narcotics Bureau of the LAS in respect of a conference which it organized on enforcement problems.

225. As regards country projects, ten fellowships were awarded to nine Governments (of Bolivia, China, India, Indonesia, Malaya, Mexico, Philippines, Thailand and Yugoslavia) under General Assembly resolution 1395; and three fellowships (to the Governments of Indonesia, Korea and Turkey) and the services of one expert (to the Government of Iran) were provided under EPTA.

226. The report also mentioned that the Special Fund project "Survey of the Riff Region" (Morocco) was approved in May 1960. This project, for which FAO is the administering organization, in close co-operation with Moroccan authorities, is framed so as to facilitate the replacement of the former "kif" (cannabis) cultivation in the region as part of the general re-development of agriculture and of re-forestation.

227. The Commission was also informed that the South-east Asia Consultative Group on Narcotics Con-

trol met in Bangkok for two weeks in December 1960, with the Government of Thailand acting as host. The Group consisted of senior officials from Burma, Cambodia, Federation of Malaya, Hong Kong, Laos, Macao, Singapore and Thailand, nominated by their Governments to participate as individual experts. Observers from the WHO and the ICPO also attended. Dr. H. A. Azaraksh, Director-General, Department of Narcotics Control, Iran, and Mr. H. G. Christie, Canada, acted as consultants; and regional representatives of the FAO and WHO, as well as of the Economic Commission for Asia and the Far East, participated in some of the discussions. During the meeting the Government of Thailand made arrangements for the Group to visit (i) frontier areas and posts in the north of Thailand; (ii) an experimental settlement for hill tribes, and (iii) the Rangsit Centre for Addicts.

228. While the detailed proceedings of the Group are, in accordance with the usual practice in technical assistance projects, confidential to the governments concerned, the Commission was informed of some points of general interest which arose at this meeting.

229. The meeting of the Group was designed to examine the current situation as regards narcotics problems in this region, to explore what action was desirable and practicable to improve it, and to make suggestions for the consideration of governments. The Group recognized that a complete anti-narcotics policy would comprise enforcement measures, facilities for treatment and rehabilitation of addicts; educational measures, and, in countries where there was cultivation of the opium poppy, appropriate social and economic, including agricultural measures.

230. Under enforcement, the Group discussed, among domestic questions, the co-ordination of enforcement services; policy of rewards to members of the enforcement services and of rewards to informers; intensification of control at seaports and airports as

<sup>109</sup> Agenda item 13 (E/CN.7/SR.473 and 477).

<sup>110</sup> E/CN.7/402.

nodal communications ports, with special reference to the "ships' watch" system as developed in Hong Kong; and various questions connected with training.

231. The discussions on international co-operation on enforcement in the region centred mainly round four topics: bilateral co-operation in control of land frontiers, joint arrangements to investigate the increasing morphine traffic, the scheme for the determination of the geographical origin of opium by physical and chemical methods, and the general question of the degree of institutionalisation of co-operation in the region, including exchange of intelligence. Special attention was given to the possibilities of frontier agreements.

232. Regarding treatment facilities, the Group discussed the experience gained of the various facilities for this purpose already existing in the region; the significance for the region of the distinction between "social" or "accidental" addicts as compared with addiction associated with personality problems or defects; the medical approach to addiction; and the possibilities of training personnel for the treatment services both inside and outside the region itself.

233. The Group considered that the social climate, or prevailing social attitudes to addiction and to the illicit traffic, was of first importance, especially in transitional periods when governments are trying to carry through reforms within a relatively short period. The use of various media, as well as the possibilities of utilizing various organized groups, such as religious bodies, the medical profession, and voluntary organizations, were discussed.

234. As regards cultivation of the opium poppy, the Group considered the scope of the problem in the region. In the Shan states of Burma, production for local consumption is legal, this position being duly reserved in the international instruments. In northern Laos and in some other similar areas also, opium cultivation is part of the customary economic and social structure of some of the tribes, and administrative means of control are largely lacking owing to lack of communications and the prevailing state of insecurity. Illicit opium also enters the region over the northern frontiers. The indigenous production of opium is at once the aspect of the problem on which least progress has been made, the most difficult to tackle, but also the essential long-term key to the regional programme as a whole. While this production lasts on anything like its present scale, measures in the other sectors, enforcement, treatment, education, etc., cannot be more than more or less successful containment actions. Further, they will remain extensive and costly operations for governments as long as large supplies of opium are available in the region, and the situation will remain subject to the danger of regression, and indeed of rapid regression. The Group was in general agreement that, in spite of the very great difficulties, all encouragement should be given to governments to do as much as possible to initiate or extend action in this sense, in their own long-term interests as well as that of the international community. The Group discussed

the effect in this context of certain schemes which some governments had initiated on broader policy grounds, notably resettlement of hill tribes (Thailand, Laos, Viet-Nam) and educational and welfare teams working in formerly unadministered territories (Burma); other relevant experience, particularly that of Iran; indications regarding the quantitative aspects of the problem, for which surveys would be required; and the extent to which the cultivators as compared with intermediaries in the opium traffic would be affected by changes in the agricultural economy. The Group thought that it was not practicable to tackle the opium element in the situation in isolation. The level of living and, particularly, the agricultural economy of the tribes have to be developed as a whole, at the same time as elements of normal administration are progressively introduced. What is feasible and necessary is that, within this process, special attention should be given to the opium factor. Besides agricultural development, it was the view of the Group that community development techniques, combining as they do work on the various sectors of economic and social development, might well play a most useful part. They could be readily combined with schemes for agricultural development, educational measures, and establishment or improvement of health and welfare services in the areas concerned. They could be particularly valuable in setting an example which might give rise to spontaneous emulation in neighbouring valleys and so expedite the whole process. It was felt, however, that the type and scale of assistance available under EPTA and resolution 1395, while useful as a beginning, was not commensurate with the magnitude of the effort that would be required to get a radical solution of the problem of opium cultivation under way. Indeed, if such initial work was not to lead to disappointment and frustration, it was necessary to predicate assistance on a larger scale, at least on the scale available under the UN Special Fund.

235. The Group discussed the standard forms of technical assistance and made a number of suggestions as to country projects for consideration by the governments concerned. It also suggested that governments might wish to give consideration to a programme, over the next several years, of certain inter-country or regional projects, mainly (i) a study-tour of seaports and airports in the region; (ii) inter-country investigation of the morphine traffic; (iii) further meetings of "consultative groups" of senior officials to make suggestions on policy at appropriate intervals; (iv) regional training in connexion with (a) enforcement work, (b) treatment facilities; (v) an inter-regional — rather than regional — seminar on methods of treatment, organized by WHO.

236. The members of the Commission considered that the meeting of the Group had been a most instructive experience, and expressed the hope that the governments concerned would study carefully the suggestions made by the Group.

237. In the discussion that followed, a number of representatives expressed their satisfaction with developments relating to technical assistance in narcotics control in the period under review and in particular with

the action of the General Assembly in allocating \$75,000 for technical assistance in narcotics control under resolution 1395 (XIV). It was pointed out that upon the completion of the task of codification by the United Nations Conference for the Adoption of a Single Convention on Narcotic Drugs, stress could now be put on the operative programmes. It was argued that the most important aspect of the matter would be the need for development of efficient administrations which could carry out an efficient administration of international treaties.

238. Satisfaction was expressed regarding the country and regional projects listed in the Secretary-General's report.

239. It was felt that an extensive training under the technical assistance programme should be given to the members of the enforcement services.

240. The representative of WHO stated that over the three-year period (1958-1961) about 15 fellowships have been awarded by WHO in narcotics control. The relatively small share of fellowships in this field was due to the fact that higher priorities had to be given by governments to other health projects.

241. It was pointed out by certain delegates that the information media should play a major part, par-

ticularly in the developing countries, in making the public opinion aware of the magnitude and importance of the problem. It was suggested that a greater use should be made of films.

242. Representatives paid tribute to the memory of Mr. A. E. Wright, United Nations expert in Iran, who was praised as a pioneer in the field of assistance to countries in which the problem of narcotics was of paramount importance.

243. The representative of the Secretary-General stated that the Secretariat hoped to be able within two years to bring the technical assistance for narcotics control under the two-years scheme now adopted generally for technical assistance programming. The Commission was informed that at the request of several governments in the region it was planned to hold a regional meeting in Latin America in autumn 1961. It was planned to divide it into two parts; (i) a conference on major policies and problems in which the representatives of governments and the executive heads of services would take part, and (ii) a seminar for government officers, police, customs and other interested officials, on similar lines to the ICPO seminar held in Paris in 1959.

244. The Commission took note of the Secretary-General's report on technical assistance.

## CHAPTER XII

### PROGRAMME AND PRIORITIES IN THE FIELD OF NARCOTIC DRUGS: CONTROL AND LIMITATION OF DOCUMENTATION <sup>111</sup>

#### Programme and priorities in the field of narcotic drugs

245. The Commission considered the programme and priorities in the field of narcotics control in the light of the list of priorities at its fifteenth session and approved by the Council at its thirtieth session and of the relevant Council and General Assembly resolutions. It also based its consideration of this subject on a note prepared by the Secretary-General.<sup>112</sup>

246. The Commission decided to include barbiturates as a separate project in its order of priorities and not as a sub-heading under "questions relating to control of other substances".

247. The Commission decided to recommend the following order of priorities:

#### FIRST PART

##### *Continuing functions*

##### *First priority*

- (a) Functions arising out of the implementation of the existing international treaties on narcotic drugs.

<sup>111</sup> Agenda item 15 (E/CN.7/SR.474 and 475).

<sup>112</sup> E/CN.7/405; E/CN.7/410.

#### SECOND PART

##### *Continuing projects*

##### *First priority*

- (b) Abuse of drugs (drug addiction);  
(c) Scientific research on opium;  
(d) The problem of synthetic and other new narcotic drugs;  
(e) The problem of the coca leaf;  
(f) The problem of cannabis;  
(g) Barbiturates;  
(h) United Nations *Bulletin on Narcotics*;  
(i) Questions relating to control of other substances (amphetamines, tranquillizers, khat, etc.).

##### *Second priority*

- (j) Scientific research on other narcotic drugs (including cannabis);  
(k) Narcotics bibliography.

##### *Ad hoc projects*

- (l) Preparation for the coming into force of the 1961 Convention.

248. The "First Part" refers to functions to which the Commission and the Secretariat are acting as treaty as well as Charter organs, and it has in the past been considered by the Commission appropriate for the present purpose to present these items as a single com-

prehensive group. All items in this group are obligatory; taken together, they represent a large proportion of the work-load of the division.

249. Technical assistance and the priorities involved are discussed in chapter XII above.

#### **Control and Limitation of Documentation**

250. The attention of the Commission was drawn to the steps taken during recent years to control the volume of documents for its use, particularly as set out for the 1960 session of the Commission in document E/CN.7/381 and Corr.1, and referred to in paragraph 268 of the Commission's report to the Council (E/3385). The Commission noted with satisfaction the annex to resolution 801 (XXX), which the Council approved at its thirtieth session, which included the following comments:

*" Narcotics*

" 4. The Council notes with satisfaction the special efforts made by the Commission on Narcotic Drugs towards the control and limitation of documentation in the field of narcotics. The Council believes it desirable that other Commissions, in their periodical reviews of the question of

control and limitation of documentation, seek to take further action along the lines followed by the Commission on Narcotic Drugs."

251. The Commission observed that a considerable proportion of the resources of the division had been used in connexion with the Plenipotentiary Conference for the Single Convention during the last year, which had also had some limiting effect on the documentation for the Commission this year. In a few instances, less than a calendar year's material has been used for documents, the remainder of which it would be necessary to take account of in the 1962 papers.

252. The Commission noted with appreciation that the Secretary-General for his part would make every effort to keep documents as short as possible consistently with the purpose for which they are designed. It was informed that he would of course maintain these efforts, and he had no specific further adjustments to suggest to the Commission at present. The Commission would continue to include in its agenda an item on this question, and to review it annually; and would continue to give close attention to the operation of rule of procedure No. 28, regarding the financial implications of proposals.

### **CHAPTER XIII**

#### **RESOLUTIONS FOR ACTION BY THE ECONOMIC AND SOCIAL COUNCIL**

##### **Draft resolutions recommended by the Commission for adoption by the Council**

###### **A**

###### *The Economic and Social Council*

*Takes note* of the report of the Commission on Narcotic Drugs (sixteenth session).<sup>113</sup>

###### **B**

###### **THE SINGLE CONVENTION ON NARCOTIC DRUGS**<sup>114</sup>

###### *The Economic and Social Council,*

*(a) Noting with satisfaction* that the Plenipotentiary Conference called under the terms of its resolution 689 J (XXVI) for the adoption of a single convention on narcotic drugs has adopted such a treaty;

*(b) Considering* that this Convention when in force will in particular codify the multilateral treaty law in this field and simplify the international control machinery;

*(c) Desirous* that the international society of States should benefit from these new provisions as soon as may be possible; *desirous* also that the transitional period of simultaneous existence of the old and new treaty system should be shortened to the greatest possible extent, and;

*(d) Noting* that under the terms of the new Convention the ratification and accession of forty States will be necessary for its coming into force;

1. *Invites* all Members of the United Nations and all non-member States which are Parties to the Statute of the International Court of Justice or members of a specialized agency of the United Nations, to study as expeditiously as possible the Single Convention on Narcotic Drugs, 1961, opened for signature at United Nations Headquarters in New York on 30 March 1961, with a view to signing and ratifying, or acceding to, the Convention, as the case may be.

<sup>113</sup> E/3512; E/CN.7/411.

<sup>114</sup> Commission resolution 3 (XVI); see ch. X, para. 221.

CHAPTER XIV

DECISIONS OF THE COMMISSION OTHER THAN RESOLUTIONS 1 (XVI) — 3 (XVI)

(Note. — The figures in parentheses refer to the relevant chapters and paragraphs of the report.)

*The Commission decided:*

1. To thank those governments which had sent observers to the sixteenth session and to express regret that some governments had been unable to accept its invitation.  
(I, para. 4; III, para. 77)
2. To adopt the present report to the Council on its sixteenth session.  
(I, para. 16)
3. To include certain items in the provisional agenda for the seventeenth session, in accordance with Rule 6 of the Rules of Procedure of Functional Commissions.  
(I, para. 17)
4. That its Committee on Illicit Traffic should meet four working days in advance of the opening of the seventeenth session and to nominate the following members of the Committee for 1962: Canada, France, India, Iran, Mexico, Netherlands, Turkey, United Arab Republic, the United Kingdom and the United States.  
(I, para. 18)
5. To invite certain governments to be represented by observers at the seventeenth session.  
(I, para. 19)
6. To ask the Secretary-General to inform the governments concerned of the following view of the Commission in addressing to them requests to send observers to the seventeenth session: that in view of the importance of the presence of observers during discussions of the agenda item "illicit traffic" in the Committee on Illicit Traffic and the Commission, governments invited to send observers should reply by a specified date each year and members of the Commission and the Committee should be informed in advance of the session what replies had been received.  
(III, para. 77)
7. To request the Secretary-General to invite states and territories that had not submitted annual reports for two consecutive years to send their report to the Secretary-General.  
(II, para. 35)
8. That in future the document entitled "Manufacture of narcotic drugs" should be issued as a trilingual document (English, French and Spanish).  
(II, para. 38)
9. To invite all governments to transmit to the Secretary-General the correct titles and complete addresses, in the original language, and in English or French, of the national authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs.  
(II, para. 40)
10. That the Secretariat should examine the question of the definition of the concentrate of poppy straw in schedule I of the 1961 Convention.  
(II, para. 52)
11. To record its appreciation of the information given to it by the representative of the WHO, and to express its thanks for the work of the Expert Committee on Addiction-producing Drugs.  
(II, para. 70)
12. The Commission decided to request the Secretary-General to invite the attention of governments again to the need for submitting reports on seizures currently throughout the year, and for transmitting the advance copies of the chapter of their annual reports dealing with the illicit traffic at the latest by 1 March of the following year.  
(III, para. 75)
13. To request the Secretariat to study the available information on current prices of narcotics in the illicit traffic in different parts of the world, and to summarize the essentials of this information, if possible in graphic form.  
(III, para. 80)
14. To record its appreciation of the material on narcotics action and other reports of drug addiction contributed through the United States Government.  
(IV, para. 132)
15. To call attention to a much-felt absence of data regarding existing facilities for after-care and rehabilitation of addicts.  
(IV, para. 134)
16. To express the hope that technical assistance in the form of training at the United Nations Laboratory would be continued and possibly extended.  
(V, para. 151)
17. That it was desirable that the United Nations Laboratory should have certain additional apparatus.  
(V, para. 154)
18. To record appreciation of the progress achieved and the work accomplished by the UN Laboratory during the past year.  
(V, para. 159)
19. To thank the representative of Peru for the information which he had supplied and to suggest that in future such information, completed if possible, should be included in the annual report of Peru.  
(VI, para. 173)



20. To ask the governments of the countries concerned who had not already done so to prepare comprehensive reports on the situation regarding the coca-leaf and cocaine for consideration by the Commission at its next session.

(VI, para. 174)

21. That consideration of the question of the addition of a reference number to facilitate identification of narcotic drugs be postponed until next session.

(VIII, para. 199)

22. To invite the Secretariat to prepare a summary of the information available to it on the problem of barbiturates, and to seek to obtain articles on the subject for the *Bulletin on Narcotics*.

(IX, para. 206)

23. To recommend that the full records of the Plenipotentiary Conference which adopted the 1961 Convention should be printed, including the reports and summary records of the various committees.

(X, para. 222)

24. To express the hope that the governments concerned would study carefully the suggestions made by the South-east Asia Consultative Group on Narcotics Control.

(XI, para. 236)

25. To express satisfaction regarding the country and regional projects listed in the Secretary-General's report (E/CN.7/402).

(XI, para. 238)

26. That extensive training under the technical assistance programme should be made available for members of the law enforcement services.

(XI, para. 239)

27. To recommend an order of priorities for the functions and projects of the Commission to the Council.

(XII, para. 245)

28. To note with satisfaction the annex to resolution 801 (XXX) of the Council.

(XII, para. 250)

## ANNEXES

### ANNEX I

#### List of resolutions adopted by the Commission

<i>Number</i>	<i>Title</i>	<i>Reference</i>
1 (XVI)	Illicit Traffic.....	Ch. III, para. 79
2 (XVI)	Abuse of Drugs (Drug Addiction).....	Ch. IV, para. 135
3 (XVI)	The Single Convention on Narcotic Drugs.	Ch. X, para. 221, and Ch. XIII, B

### ANNEX II

#### List of documents relevant to the report of the commission

<i>Chapter</i>	<i>Documents</i>
<b>I. Organizational and administrative matters</b>	
Adoption of the agenda.....	Provisional agenda : E/CN.7/396 and Add.1 Provisional timetable : E/CN.7/L.235 Proposal by the Iranian Government for shortening the sixteenth session : E/CN.7/L.232
Adoption of report of the Commission to the Council at its sixteenth session	E/CN.7/L.237 and Add.1-21
<b>II. Implementation of the treaties and international control</b>	
Report of the Division of Narcotic Drugs.....	Report of the Division of Narcotic Drugs : E/CN.7/397 and Add.1
List of drugs .....	List of drugs under international control : E/CN.7/397 and Add.2
Ratifications, acceptances, accessions and declarations concerning the multilateral treaties on narcotic drugs	Status of multilateral narcotics treaties : E/CN.7/397/Add.3
Annual reports of governments.....	<i>Summary of Annual Reports of Governments for 1959</i> : E/NR.1959/Summary and Add.1. United Nations publication, Sales No. : 61.XI.1, part I and part II
Manufacture of narcotic drugs.....	Note by the Secretary-General : E/NF.1960/1
National authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs	Note by the Secretary-General : E/NA.1961/1
National laws and regulations.....	<i>Cumulative Index 1947-1960</i> : E/NL.1960/Index. United Nations publication, Sales No. : 61.XI.2 Summary tabulation of changes in national schedules of drugs : E/CN.7/398
Report of the Permanent Central Opium Board..	<i>Report to the Economic and Social Council on the Work of the Board in 1960</i> : E/OB/16 and Addendum. United Nations publication, Sales No. : 60.XI.3 and Addendum
Statement of the Drug Supervisory Body.....	<i>Estimated World Requirements of Narcotic Drugs in 1961</i> : E/DSB/18. United Nations publication, Sales No. : 60.XI.4
Eleventh Report of the Expert Committee on Addiction-producing Drugs of the World Health Organization	Wld. Hlth Org. <i>Techn. Rep. Ser.</i> , 1961, 211 : E/CN.7/406

<i>Chapter</i>	<i>Documents</i>
<b>III. Illicit Traffic</b>	
Reports on the illicit traffic in 1960.....	Review of the illicit traffic in narcotic drugs during 1960 : E/CN.7/407 and Corr.1 Air transport in the illicit traffic in narcotic drugs : E/CN.7/407/Add.1 and Corr.1 : E/CN.7/407/Add.2 Memorandum by the International Criminal Police Organization on the illicit traffic in 1960 : E/CN.7/408 Chapters XI of annual reports for 1960 : E/CN.7/2.11 and Add.1-63 Summaries of reports on illicit transactions and seizures : E/NS.1960/Summaries 3-12, E/NS.1961/Summaries 1-2 Report of the Committee on Illicit Traffic : E/CN.7/L.231 Note by the United States delegation on the illicit traffic : E/CN.7/L.236 Draft resolution by the United States of America : E/CN.7/L.233 and Rev.1. Law No. 182 of 1960 communicated by the United Arab Republic : E/NL.1960/83
<b>IV. Abuse of Drugs (Drug addiction)</b>	Note by the Secretary-General : E/CN.7/404 Draft resolution by the United States of America : E/CN.7/L.234 and Rev.1 and 2 (French and Spanish only) Statement submitted by the International Federation of Women Lawyers : E/CN.7/NGO/1 and Rev.1
<b>V. Opium and opiates (including scientific research on opium)</b>	
Scientific research on opium	Note by the Secretary-General : E/CN.7/400 and Add.1
<b>VII. The question of cannabis (including scientific research on cannabis)</b>	Note by the Secretary-General : E/CN.7/399 Note by the Secretary-General : E/CN.7/409
<b>VIII. The question of synthetic narcotic drugs</b>	Note by the Secretary-General : E/CN.7/401 and Corr.1 (English only)
<b>IX. Questions relating to the control of other substances (barbiturates, tranquillizers, amphetamines, khat, etc.)</b>	Draft resolution by Turkey, United Arab Republic and Yugoslavia : E/CN.7/L.239
<b>X. The single convention on narcotic drugs</b>	Report by the Secretary-General : E/CN.7/403 Draft resolution by United Kingdom, India and the Netherlands : E/CN.7/L.238
<b>XI. Technical assistance for narcotics control</b>	Report of the Secretary-General : E/CN.7/410 Statement submitted by the International Federation of Women Lawyers : E/CN.7/NGO/2
<b>XII. Programme and priorities in the field of narcotic drugs :</b>	
Consolidated Report on Programme Appraisals Control and Limitation of Documentation.....	Report by the Secretary-General : E/CN.7/405 Note by the Secretary-General : E/CN.7/410

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