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COMMISSION ON NARCOTIC DRUGS

REPORT OF THE NINETEENTH SESSION

(4-9 MAY 1964)

ECONOMIC AND SOCIAL COUNCIL

OFFICIAL RECORDS : THIRTY-SEVENTH SESSION

SUPPLEMENT No. 9

UNITED NATIONS

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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.



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UNITED NATIONS

New York

ABBREVIATIONS

The following abbreviations are used throughout the text :

<i>Abbreviation</i>	<i>Full title</i>
ILO	International Labour Organisation
FAO	Food and Agriculture Organization
WHO	World Health Organization
LAS	League of Arab States
ICPO	International Criminal Police Organization
IFWL	International Federation of Women Lawyers
DSB	Drug Supervisory Body
PCOB	Permanent Central Opium Board
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, signed at Paris on 19 November 1948, bringing under international control drugs outside the scope of the Convention of 13 July 1931 for limiting the manufacture and regulating the distribution of narcotic drugs, as amended by the Protocol signed at Lake Success, New York, on 11 December 1946
1953 Protocol	Protocol for limiting and regulating the cultivation of the poppy plant, the production of, international and wholesale trade in, and use of opium, signed at New York on 23 June 1953
1961 Convention .	Single Convention on Narcotic Drugs, 1961, signed at New York on 30 March 1961

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:

Fifteenth session	E/3385; E/CN.7/395
Sixteenth session	E/3512; E/CN.7/411
Seventeenth session	E/3648; E/CN.7/432
Eighteenth session	E/3775; E/CN.7/455

COMMISSION ON NARCOTIC DRUGS

Report to the Economic and Social Council on the nineteenth session of the Commission, held in Geneva from 4 to 9 May 1964

CHAPTER I

ORGANIZATIONAL AND ADMINISTRATIVE MATTERS

Membership of the Commission

1. At its thirty-fifth session,¹ the Council re-elected China, India, Japan, Turkey, the Union of Soviet Socialist Republics and the United Kingdom of Great Britain and Northern Ireland for three years, as from 1 January 1964. It also elected Ghana for the same period. For present membership of the Commission and dates of expiry of terms of office of members, see table in annex I.

Representation at the session²

2. The twenty-one members of the Commission were represented as follows:

<i>Brazil</i>	Mr. J. Cabral de Melo Neto
<i>Canada</i>	Mr. R. E. Curran, Q.C. Mr. R. C. Hammond *
<i>China</i>	Dr. C. K. Liang Mr. W. Hwang *
<i>Federal Republic of Germany</i> ..	Dr. H. Danner
<i>France</i>	Dr. J. F. Mabileau Mr. J.-X. Clément * Mr. C. Gillard *
<i>Ghana</i>	Mr. S. B. Adjepong
<i>Hungary</i>	Dr. I. Vértes Dr. J. Bényi *
<i>India</i>	Mr. B. N. Banerji Mr. S. V. Purushottam **
<i>Iran</i>	Dr. H. A. Azarakhsh
<i>Japan</i>	Mr. H. Asahina Mr. R. Kuma * Mr. N. Takizawa **
<i>Mexico</i>	Dr. J. Barona-Lobato
<i>Morocco</i>	Mr. B. Benchekroun
<i>Peru</i>	Mr. J. Jarufe Mr. A. Bello *
<i>Republic of Korea</i>	Mr. K. S. Koh Mr. J. U. Lee *
<i>Switzerland</i>	Mr. J.-P. Bertschinger Mr. J. Benoit ** Mr. F. Pianca **

<i>Turkey</i>	Mr. H. F. Alaçam
<i>Union of Soviet Socialist Republics</i>	Mrs. V. V. Vasilieva Mrs. L. Mouravjeva ** Mrs. G. Osnitskaja **
<i>United Arab Republic</i>	Mr. A. A. El-Hadka Mr. A. M. M. El-Akkad
<i>United Kingdom of Great Britain and Northern Ireland</i>	Mr. T. C. Green
<i>United States of America</i>	Mr. H. J. Anslinger Mr. J. P. Hendrick * Mr. H. L. Giordano ** Mr. J. T. Devine ** Mr. D. F. Markham ** Mr. M. G. Picini ***
<i>Yugoslavia</i>	Mr. D. Nikolić

3. At the invitation of the Commission, the following States sent observers to participate in its proceedings:

<i>State</i>	<i>Observers</i>
<i>Afghanistan</i>	Mr. A. H. Tabibi
<i>Argentina</i>	Mr. J. C. Arlia
<i>Burma</i>	U Ba Sein U Than Sein
<i>Cuba</i>	Mr. M. Aucar-Ris
<i>Ethiopia</i>	Mr. Y. W. Mangasha
<i>Greece</i>	Prof. G. Tsatsas
<i>Israel</i>	Mr. A. Less Mr. N. M. Bavly
<i>Italy</i>	Dr. F. Ferretto
<i>Lebanon</i>	Col. N. Khoury Capt. O. Osman
<i>Netherlands</i>	Mr. W. N. Samsom Mr. W. M. Rehorst
<i>Poland</i>	Mrs. J. Nowicka
<i>Portugal</i>	Dr. S. Rosas
<i>Syria</i>	Mr. A. Assimi Mr. B. Zou'Bi
<i>Thailand</i>	Mr. C. Posayanonda Mr. S. Viseshsiri Mr. W. Warinrakom
<i>Yemen</i>	Mr. A. Tarcici

¹ E/SR.1259.

² E/CN.7/SR.525 and 535.

* Alternate. ** Adviser. *** Member of the delegation.

4. The Government of Tunisia designated Mr. M. Mouakhar to attend the meetings of the Commission as an observer.

5. The following States were also invited to send observers, but were not able to do so: Belgium, Bolivia, Colombia, Cyprus, Kenya, Laos, Malaysia, Nepal, Pakistan, Republic of Viet-Nam, Somalia, South Africa, Spain.

6. The Commission thanked those governments which had sent observers to the nineteenth session, and expressed regret that some countries had been unable to accept its invitation.

7. The representative of Hungary considered it regrettable that the People's Republic of China was debarred from participation in the Commission's work despite the fact that it had the largest population of any country in the world. The representative of the Union of Soviet Socialist Republics associated herself with the Hungarian representative's remarks. The representative of France stated that it was the view of his Government that the People's Republic of China was the only one entitled to represent China. The representative of Yugoslavia said that the attitude of his Government on this question was well known, namely that the People's Republic of China should be represented in the Commission.

8. The representative of China considered that the statements of the representatives of Hungary, the Union of Soviet Socialist Republics, France and Yugoslavia were out of order, and declared that the Government which he represented was the only legal Government of China and was recognized as such by the United Nations. The representative of the United States of America regretted that the question of China's representation had been raised in the Commission. He pointed out that the Commission on Narcotic Drugs, like other functional commissions, was not competent to take action on this issue. He declared that the Government of the Republic of China alone was entitled to representation in United Nations bodies and that the position of his Government was in accordance with that taken by the General Assembly.

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

10. The Permanent Central Opium Board (PCOB) was represented by Sir Harry Greenfield and Mr. A. Lande. The Drug Supervisory Body (DSB) was represented by Mr. A. Lande and Mr. J. Dittert.

11. The Permanent Anti-Narcotics Bureau of the League of Arab States (LAS) was represented by Major-General A. Safwat.

12. 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. Népote, Mr. L. Aubé and Mr. A. Mouza; and by Mrs. J. Didisheim respectively.

13. Mr. G. Palthey, Deputy-Director of the European Office of the United Nations, opened the session and welcomed the representatives and observers on behalf

of the Secretary-General. Thereafter during the session Mr. D. A. Chapman represented the Secretary-General. The Secretary of the Commission was Mr. H. Jhabvala.

Duration of the session³

14. The session lasted from 4 to 9 May 1964. Eleven plenary meetings were held (525th to 535th meetings).

Election of Officers⁴

15. The Commission elected the following officers, by acclamation:

<i>Chairman</i>	Dr. J. F. Mabileau (France)
<i>First Vice-Chairman</i> .	Dr. I. Vértes (Hungary)
<i>Second Vice-Chairman</i>	Mr. B. N. Banerji (India)
<i>Rapporteur</i>	Mr. T. C. Green (United Kingdom)

Adoption of the Agenda⁵

16. The Commission considered the provisional agenda⁶ drawn up by the Secretary-General, after consultation with the Chairman of the eighteenth session and in pursuance of the Commission's decision at that session to include certain items.⁷ 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 1963;
 - (v) Statement of the Drug Supervisory Body on estimated world requirements of narcotic drugs in 1964;
 - (vi) Work of the World Health Organization in the field of narcotic drugs.
4. Illicit traffic.
5. Technical co-operation in narcotics control.
6. Preparations for the coming into force of the 1961 Convention.
7. Preparations for the implementation of the 1953 Protocol.
8. Programme and priorities in the field of narcotic drugs; control and limitation of documentation.
9. Other business.
10. Report of the Commission on its nineteenth session.

³ E/CN.7/SR.525 and 535.

⁴ Agenda item 1 (E/CN.7/SR.525 and 535).

⁵ Agenda item 2 (E/CN.7/SR.525 and 535).

⁶ E/CN.7/456.

⁷ Report, eighteenth session, para. 21.

Report of the Commission to the Economic and Social Council on its nineteenth session

17. At its 535th meeting, the Commission decided unanimously to adopt the present report to the Council on its nineteenth session.

Short duration of the nineteenth session

18. In reviewing its work during the present session the Commission felt that, although much had been achieved having regard to the shortness of the session, it was not possible in the course of one week to do justice to even the shortened agenda adopted for the session. The Commission expressed the hope that it would not be necessary again to compress its session into a single week.

Organization of the twentieth session of the Commission⁸

19. In order to facilitate planning for the twentieth 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,⁹ 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 :

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;
 - (v) Statement of the Drug Supervisory Body;
 - (vi) Work of WHO in the field of narcotic drugs.

⁸ E/CN.7/SR.533.

⁹ E/2425.

4. Illicit traffic.
5. Abuse of drugs (drug addiction), in particular its economic and social aspects.
6. Opium and opium research.
7. The question of the coca leaf.
8. The question of cannabis and cannabis research.
9. Questions relating to the control of substances not under international control.
10. Technical co-operation in narcotics control.
11. Preparations for the coming into force of the 1961 Convention.
12. Programme and priorities in the field of narcotic drugs; control and limitation of documentation.
13. Report of the Commission on its twentieth session.

20. The Commission decided to invite the governments of the countries named below to be represented by observers at the twentieth session during the discussion of the relevant items, and expressed the hope that they would all be able to accept.

1. *Illicit traffic*: Afghanistan, Argentina, Bolivia, Burma, Cuba, Cyprus, Greece, Israel, Italy, Laos, Lebanon, Malaysia, Nepal, Netherlands, Pakistan, Portugal, Republic of Viet-Nam, Spain, Syria, Thailand.
2. *Abuse of drugs (drug addiction)*: Argentina, Bolivia, Burma, Greece, Israel, Italy, Lebanon, Netherlands, Pakistan, Thailand.
3. *Opium and opium research*: Greece, Italy, Netherlands.
4. *The question of the coca leaf*: Argentina, Bolivia, Colombia.
5. *The question of cannabis and cannabis research*: Greece, Kenya, Lebanon, Madagascar, Nepal, Netherlands, Nigeria, Pakistan, South Africa.
6. *Questions relating to the control of substances not under international control*: Belgium, Ethiopia, Greece, Israel, Italy, Netherlands.
7. *Preparations for the coming into force of the 1961 Convention*: Algeria, Bulgaria, Greece, Israel, Italy, Netherlands, Poland, Spain, Tunisia.

21. The Commission's decisions on the duration of its annual sessions and, in particular, the duration of its twentieth session are set forth in paragraphs 187-189.

Place of meeting of the twentieth session of the Commission

22. No recommendations were made under rule 3 of the rules of procedure regarding the place of meeting of the twentieth session.

CHAPTER II

IMPLEMENTATION OF THE TREATIES AND INTERNATIONAL CONTROL

Report of the Division of Narcotic Drugs¹⁰

23. The Commission considered the report of the Division of Narcotic Drugs covering the period 16 March 1963 to 15 March 1964.¹¹ The report summarizes matters of interest arising in the Division's work during this period, refers to the reports and documents issued

¹⁰ Agenda item 3 (i) (E/CN.7/SR.526 and 534).

¹¹ E/CN.7/457 and Add. 1.

under different subject headings, and also contains information on such matters as adherence to the multilateral treaties on narcotic drugs, the activities of other international organs competent in the field of narcotic drugs, and implementation by governments of relevant resolutions and decisions of the Economic and Social Council and of the Commission.

24. Some of the points raised during the examination of the report, particularly in connexion with subjects

that could not be included in the Commission's agenda as separate items in view of the shortened session, such as abuse of drugs and the question of the coca leaf, are dealt with in other parts of this report under the relevant headings.

The "Bulletin on Narcotics"

25. The Commission noted that, in accordance with its suggestions regarding the material to be published in the *Bulletin on Narcotics*, more emphasis had been placed on the publication of articles of a non-technical nature for the use of officials concerned with narcotics control, and that purely scientific contributions had now been somewhat curtailed.¹² Moreover, the scope of the subjects covered had been enlarged and as much background information as there was space for had been given. There were articles dealing with all aspects of the Commission's work: intergovernmental and international questions, opium and opiates, scientific research, cannabis, drug addiction and barbiturates, as well as material on outstanding personalities in the field of narcotics control and a detailed bibliography of the scientific articles published during the past year.

26. The Commission again expressed its appreciation of the quality of the information contained in the *Bulletin* and of its usefulness to all those interested in the problem, including enforcement officers, the medical profession, legislators and students.

27. The question was raised of the publication of a full edition of the *Bulletin* in official languages other than English and French. At present, summaries only are published in Chinese. The Russian and Spanish editions consist of a selection of articles reproduced *in extenso*. The Commission noted that the Secretary-General would study the possibility of improving upon present practices.

Signatures, ratifications, acceptances, accessions and declarations concerning the multilateral treaties on narcotic drugs

28. The Commission reviewed the developments which had occurred during the twelve months from 16 March 1963 to 15 March 1964 in connexion with adherence to the international narcotics treaties.¹³ For the discussion of this subject, the Commission also had before it the annual tabular statement entitled "Status of Multilateral Narcotics Treaties".¹⁴ This statement includes information regarding 123 States and 63 territories, received by 10 February 1964.

29. The Commission was informed that the following countries had adhered to the various treaties during the twelve months from 16 March 1963 to 15 March 1964:

1912 Convention: Cyprus, Jamaica, Senegal;

1925 Convention, as amended: Algeria, Jamaica, Senegal, Upper Volta;

¹² E/CN.7/457, para. 96; E/CN.7/457, Add.1, para. 96.1.

¹³ E/CN.7/457, paras. 1 to 22; E/CN.7/457/Add.1, paras. 22 bis-22 septies (E/CN.7/SR.526 and 534).

¹⁴ E/CN.7/457/Add.3 and Corr.1.

1931 Convention, as amended: Algeria, Jamaica, Senegal, Upper Volta;

1948 Protocol: Jamaica, Senegal, Upper Volta;

1953 Protocol: Madagascar, Senegal, Turkey;

1961 Convention: Afghanistan, Argentina,* Burma,* Byelorussian Soviet Socialist Republic,* Ceylon, Ecuador, Ghana, New Zealand, Niger, Panama, Senegal, Togo, Union of Soviet Socialist Republics,* Yugoslavia.

30. The Commission was further informed that up to 30 April 1964, Czechoslovakia,* Hungary,* Jamaica and the Ukrainian Soviet Socialist Republic* had also ratified or acceded to the 1961 Convention. As at that date, the number of accessions to and ratifications of this Convention was thirty-two.

31. The representative of Peru informed the Commission that his Government had ratified the 1961 Convention on 1 April 1964.

32. The Commission was also informed that Algeria had deposited with the Secretary-General an instrument of accession to this Convention, in which it made a reservation falling under the procedure set forth in article 50, paragraph 3, of the Convention, the date on which the Secretary-General notified this reservation being 7 April 1964. The effect of the accession will be in suspense for twelve months after that date. If within this period the reservation is objected to by at least one-third of the States that have ratified or acceded to the Convention before the end of the period, the accession will be without effect.

33. The Commission observed that the document entitled "Status of Multilateral Narcotics Treaties" contained no entries with respect to the following thirteen States: Burundi, Gabon, Kenya, Mali, Mauritania, Nepal, Rwanda, Somalia, Tanganyika, Trinidad and Tobago, Uganda, Western Samoa and Zanzibar. While realizing that this situation did not necessarily mean that the main narcotics treaties were not being applied in the territory of each of the States in question, the Commission wished the Secretary-General to draw the attention of the governments concerned to the importance of becoming parties to the narcotics treaties.

List of national authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs

34. The Commission took note of the addendum to the document entitled "National authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs",¹⁵ which shows the changes that have been made during the past year.

Manufacture of narcotic drugs

35. The Commission took note of the document entitled "Manufacture of Narcotic Drugs".¹⁶ This

* In its instrument of ratification, the government maintained the reservation made at the time of signature.

¹⁵ E/NA.1963/1/Add. 2 (E/CN.7/SR.526 and 534).

¹⁶ E/NF.1963/1 and Corr.1 (E/CN.7/SR.526 and 534).

document lists the countries in which narcotic drugs are manufactured, giving the names and addresses of the firms and enterprises engaged in such manufacture and the drugs which each establishment was authorized to manufacture or convert; it also indicates whether the drugs concerned were intended for the domestic market or for export or, as happens in some isolated cases, for purposes of research.

36. The document shows that 29 countries reported to the Secretary-General that they were engaged in manufacturing narcotic drugs, there being no change from the preceding year. The situation in 21 of them, as shown in the document, is based on data for 1962; in the case of six, for 1961; in the case of one, for 1960, and in another case, for 1959. There were 128 factories and enterprises authorized to manufacture narcotic drugs, as against 126 reported to the Commission last year. Manufacture did not take place, although authorization had been given, in 21 such establishments, the same figure as reported last year. As in the past, not all the drugs for which authorization had been given were actually manufactured. The number of firms and enterprises licensed to manufacture synthetic drugs is shown as 63 in the document, whereas it was 59 in the report made in the previous year. The number of factories which manufactured synthetic drugs is given as 37, the same number as reported last year.

List of drugs under international control

37. The Commission took note of the document entitled "List of Drugs under International Control".¹⁷ The document, intended chiefly for reference purposes, lists the narcotic substances under international control on 31 January 1964 and gives for each drug the following data: (a) the proposed or recommended international non-proprietary name or the name used in the international conventions; (b) the chemical description; (c) an indication of whether the drug is a natural substance, derived from opium or the coca leaf, or a synthetic product; (d) reference to the instrument whereby the drug was brought under international control and the date on which it was placed under such control; and (e) the regime of control applicable to the substance under the 1925 and 1931 Conventions.

38. The list shows that eighty-eight basic narcotic drugs, including fifty-nine synthetic drugs, were under international control on 31 January 1964. Of those 88 drugs, however, forty-six are shown as not being produced on a significant scale commercially. During the previous year two substances, fentanyl and norpipanone, were placed under control.

Annual reports of governments made in pursuance of article 21 of the 1931 Convention¹⁸

39. The annual reports submitted by governments are designed to give a comprehensive account of the implementation, during the year, of the obligations

¹⁷ E/CN.7/457/Add.2 (E/CN.7/SR.526 and 534).

¹⁸ Agenda item 3 (ii) (E/CN.7/SR.526 and 534).

of governments under the international narcotics treaties. Reports are prepared in accordance with the questionnaire drawn up by the Commission,¹⁹ and the information they contain is analysed and incorporated in an annual summary by the Secretariat.

40. The Commission considered and took note of the *Summary of Annual Reports of Governments for 1962*²⁰ covering reports received by the Secretary-General up to 31 December 1963. The total number of States or territories for which annual reports for 1962 had been received by 30 April 1964 was 151. By the same date, 151 annual reports had been received for 1959; 156 for 1960; and 153 for 1961. The *Summary* also includes information sent in late for previous years.

41. Chapter II (Legislative measures) was considered under the relevant agenda item. Points raised in connexion with other chapters are dealt with below.

42. As regards chapter IV (Control of international trade) the Commission was informed that some reports indicated failure on the part of a number of States and territories to return 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 showed that in most cases the copies of export authorizations had meanwhile been returned.²¹

43. With regard to Chapter X (Abuse of drugs — drug addiction) the Commission noted that the Federal Republic of Germany had reported no heroin addicts. The United Arab Republic had reported 20,000 addicts, a considerable decrease compared with previous estimates.

44. In connexion with synthetic drugs, attention was drawn to the data supplied by the United Kingdom and France which showed that 40 per cent and 50 per cent respectively of the drugs used by addicts were synthetics; one representative was of the opinion that these figures might cast some doubt on the view that illicit traffic in synthetic drugs was not a serious problem. It was pointed out however that in the countries in question these drugs were being supplied on prescription by doctors. With regard to the Federal Republic of Germany, it was noted that two-thirds of the reported cases were persons receiving their drugs on prescription for analgesic purposes.

45. Attention was drawn to the number of doctors known to be addicts in the Federal Republic of Germany and, in particular, to the fact that 44 per cent were not subject to legal restrictions. It was pointed out that restrictions were not imposed immediately and that, as a first step, the Medical Association normally warned the doctor addicted to drugs and tried to help him by, for example, providing an assistant.

46. It was noticed that a number of drivers of motor vehicles had been reported as cannabis addicts by Iraq, Jordan and Lebanon; and that Togo, as shown in the

¹⁹ E/NR.Form.

²⁰ E/NR.1962/Summary and Add.1.

²¹ E/CN.7/457, paras. 53-55; E/CN.7/457, paras. 54.1-55.1.

report of the Division, had also reported such drivers among its addicts.

47. The Commission expressed interest in the Bureau of Narcotics Training School in the United States of America.

48. During its consideration of paragraph 5 of the *Addendum to the Summary of Annual Reports* relating to the countries that had not transmitted annual reports to the Secretary-General for two consecutive years, the Commission noted that Laos had recently sent in its report for the year 1962. The Commission requested the Secretary-General to invite the other States and territories mentioned in paragraph 5 to send him their annual reports.

National laws and regulations communicated under the international treaties on narcotic drugs ²²

49. Under the provisions of the narcotics treaties, 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 . . .

50. During the period 16 March 1963 to 15 March 1964, 69 legislative texts were communicated to the Secretary-General ²³ by thirty-six countries.

51. The Commission was informed that in addition to the usual control measures, legislation had been introduced increasing penalties in three states of the United States of America. Provision for the establishment of sanatoria and for the hospitalization of addicts had been made in the United Arab Republic and Thailand. The New York State Commitment Law provided for the civil commitment of addicts. An order prohibiting the distribution of samples of narcotic drugs had been made by Sweden.²⁴

52. The Commission also took note of a recent law on narcotics in Yugoslavia which will enable the Government to fulfil its obligations under the 1961 Convention; and of a ministerial decree by France of 17 February 1964 which, *inter alia*, places fentanyl under control.

53. Reference to all texts of laws and regulations published by the United Nations is provided by a multi-purpose 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 1963.²⁵ The Commission took note of the *Cumulative Index, 1947-1963*.

54. Legislative texts received from governments during 1963 provided the basis for another annual document embodying the summary tabulation of changes in national schedules of drugs,²⁶ which is also prepared

by the Secretary-General in accordance with resolution 626 C III (XXII). The document for the present session takes account of information furnished in annual reports and other communications received from governments during the previous year. The Commission took note of document E/CN.7/458.

Report of the Permanent Central Opium Board ²⁷

55. The Commission had before it the report to the Economic and Social Council on the work of the Board in 1963.²⁸ This report was 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 the main stages of the licit movement of narcotic drugs during 1962 and in the preceding four years.

56. The Commission noted with interest the statement made by the President of the PCOB in introducing the report. The President stressed the importance of the 1953 Opium Protocol which should be considered as the culmination of long and patient efforts to bring under control the most important natural raw material of narcotic drugs. With the entry into force of the 1953 Protocol, the PCOB had been charged with the task of reviewing world opium production, and licit and illicit trade in it, as well as of scrutinizing the control measures applied by governments, so as to judge whether they were adequate for dealing with the problems created by this drug. The effective operation of the international control system largely depended on the effectiveness of national administrative measures, and efficient national control would be even more important under the 1953 Protocol. It was obvious that the provisions of this international instrument could only be implemented gradually. Not until 1965 would the Board possess sufficient information to enable it fully to carry out its responsibilities.

57. Turning to the problem of the coca leaf, the President of the PCOB stated that the situation in South America had engaged the attention of the Board for some years. Last year, the Board had held interesting and frank discussions with the Bolivian Minister of Health. In addition, a mission had been sent by the Board to visit Bolivia. As a result of these exchanges there was now reason to hope that Bolivia would strengthen its measures against the illicit traffic, that it would make progress towards the abolition of coca leaf chewing and would establish a government monopoly over coca leaf production and distribution.

58. Referring to the details of the report, the President of the PCOB stressed the trend towards an increase in the consumption of narcotic drugs, resulting from the extension of the benefits of modern medicine to an ever-increasing number of people. Opium production had been higher in 1962. The proportion of morphine manufactured from poppy straw had also risen again. More morphine than ever had been pro-

²² Agenda item 3 (iii) (E/CN.7/SR.528 and 534).

²³ E/CN.7/457, paras. 56-60; and E/CN.7/457/Add.1, paras. 56.1, 57.1, 58.1.

²⁴ E/NR.1962/Summary and Add.1, ch. II.

²⁵ E/NL.1963/Index.

²⁶ E/CN.7/458.

²⁷ Agenda item 3 (iv) (E/CN.7/SR.531 and 535).

²⁸ E/OB/19 and addendum.

duced, particularly as a result of the increasing demand for codeine. On the other hand, cocaine continued to lose importance. As for synthetic narcotic drugs, few of them were really important in medicine, and only pethidine was firmly established as a widely used drug. Full statistical returns for 1963 had been sent by Mongolia, which thus participated for the first time in the Board's work.

59. Members of the Commission were unanimous in expressing their appreciation of the report. For the first time the report of the PCOB did not confine itself to giving a clear picture of the situation regarding the international control of narcotic drugs, but included in addition a valuable review of the past and of future perspectives.

60. The Commission was also unanimous in considering that the additional tasks assigned to the PCOB by the 1953 Protocol made it impossible for its Secretariat to cope with this substantial new burden without additional staff, and consequently without its budget being proportionately raised. The Commission expressed the hope that the necessary steps would be taken to increase the Board's resources.

Statement of the Drug Supervisory Body ²⁹

61. The Commission considered the statement of the Drug Supervisory Body on the *Estimated World Requirements of Narcotic Drugs in 1964*.³⁰

62. The Commission commended the Drug Supervisory Body on its excellent work. The Commission's attention was drawn to the fact that the statement of the DSB for 1965 would contain, for the first time, estimates of world requirements and production of opium, whereas previously it had only dealt with manufactured narcotic drugs. The representative of Yugoslavia raised the question whether a government not a party to the 1953 Opium Protocol was bound to submit such opium estimates. On behalf of the DSB, he was informed that when the DSB requested estimates from non-parties, that organ was merely complying with resolution 505 G (XVI) of the Economic and Social Council which requested all States to abide as far as possible by the obligations laid down by the 1953 Protocol, whether they were parties to it or not.

63. The representatives of the Union of Soviet Socialist Republics stressed the fact that the estimates submitted by the Government of China had not been made by the legitimate government of that country and that therefore the figures given could not possibly be correct. The representative of Hungary supported that view. The representative of China stated that his Government was the only one entitled to submit estimates for the whole country and that it had done so for the humanitarian reasons he had expressed at previous sessions.

²⁹ Agenda item 3 (v) (E/CN.7/SR.531 and 535).

³⁰ E/DSB/21.

Report of the WHO Expert Committee on Addiction-producing Drugs ³¹

64. The representative of WHO reviewed the thirteenth report of the WHO Expert Committee on Addiction-producing Drugs.³²

65. It was noted that in recent years there had been a gradual decrease in the number of notifications placing new drugs under international control. As far as new synthetic drugs were concerned, it was thought that this was due to a more rational search for the perfect non-addicting analgesic drug.

66. The Commission's attention was drawn to the recommendation of the Expert Committee that, on the basis of continuous observation over seven years, dextropropoxyphene did not now appear to require international narcotics control.

67. In this connexion it was emphasized that with a substance with allegedly weak addicting effects it was naturally difficult to come to a definite decision by laboratory experimentation and *ad hoc* clinical observations, and that longer periods of time were needed for conclusions to be formulated in the light of wider experience with the general use of such a substance.

68. The Expert Committee welcomed, as a necessary development, the clearly discernible trend in the current reports of the different organizations concerned with international narcotic drugs control, towards considering the problem of addiction in its socio-economic aspects.

69. The Expert Committee was, in particular, satisfied that there was now general agreement that the harmfulness of coca leaf chewing and the problems connected with it were to be regarded as a concomitant rather than a cause of unfavourable social and economic circumstances.

70. The Expert Committee thought that cocaine as a surface anaesthetic — its sole legitimate use — was being largely replaced by synthetically produced substances. It was also stated that this trend would result in the complete abandonment of cocaine for medical uses in the foreseeable future.

71. An interesting feature of the Expert Committee's report was that it drew attention to the need for immediate national control measures for certain drugs not under international control, since the preferred drug for abuse among certain population groups could suddenly change, as evidenced by a recently reported example concerning the misuse of a sedative agent prior to its being brought under international control.

72. The Commission recalled the concern voiced at its last session with respect to hallucinogenics. This was confirmed by the Expert Committee's observation that those substances were now entering the illicit traffic and its opinion that immediate measures with respect to their distribution and availability were necessary.

73. The Commission recalled that the Expert Committee, at its seventh session, had proposed that a dis-

³¹ Agenda item 3 (vi) (E/CN.7/SR.526, 527 and 534).

³² E/CN.7/459; *Wld. Hlth. Org. techn. Rep. Ser.* 1964, 273.

inction should be drawn between drug addiction and drug habituation and had suggested definitions of those terms.³³

74. In the Expert Committee's opinion, the long-felt need for adapting the present terms "drug addiction" and "drug habituation" to the present state of scientific knowledge and actual practice had now become imperative. Frequent misinterpretation of the term "addiction" and its confusion with "habituation", and the increasing variety of substances entering into the considerations of the international narcotics control organs had led to several attempts to find a general term applicable to abuses of different types of drugs. Dependence, physical or psychic in nature or both, being a feature in common, the Expert Committee recommended that the single term "drug dependence" should be substituted for the terms "drug addiction" and "drug habituation" with the addition of a reference to the type of drug (such as morphine-, barbiturate-, cocaine-, amphetamine-, cannabis-type) on which dependence developed as a consequence of repeated administration. This terminology, it was pointed out, offered the possibility of describing adequately and correctly the various types of drug dependence not afforded by the old definitions, the criteria of which were borrowed from the heterogeneous fields of toxicology, pharmacology, psychology and sociology. In the Expert Committee's view, the new term did not imply a statement as to the degree of risk to public health and the corresponding need for a particular type of control. The

³³ E/CN.7/323; *Wld. Hlth. Org. techn. Rep. Ser.* 1957, 116, page 9, section 8.

WHO representative recalled, in this connexion, the Expert Committee's view expressed previously,³⁴ that the primary criterion for the establishment and degree of control was the risk to the community resulting from the drug's liability to be abused. Hence the internationally controlled drugs continued to be those of the morphine, cocaine, and cannabis types.

75. The descriptive approach using the term "dependence" afforded, moreover, the possibility of linking together the medical effects of a drug with its detrimental effects on the individual and the community, that is, those factors which were decisive for all considerations regarding control.

76. The Commission noted with interest the suggestions made by the Expert Committee, though some delegations foresaw certain difficulties because the words "drug addicts" and "drug addiction" were entrenched in current legislation and in everyday language; they felt it might perhaps be wiser to attach new connotations to the old terms rather than to adopt new ones. Another possible drawback was that there would already be several descriptive terms to be applied and they might increase further.

77. The representative of Hungary suggested that the Expert Committee might give some thought to the question of drug combinations, especially those of narcotic and non-narcotic substances.

78. The Commission felt it would be wise to postpone the question of the further study and discussion of the new terminology until its next session.

³⁴ E/CN.7/386; *Wld. Hlth. Org. techn. Rep. Ser.*, 1960, 188, page 10.

CHAPTER III

ILLICIT TRAFFIC ³⁵

Introduction

79. The Commission had decided at its eighteenth session that its Committee on Illicit Traffic would not meet in 1964.³⁶ At its present session it therefore reviewed in plenary the illicit traffic situation in 1963 and illicit traffic problems of a general character that had arisen in recent years.

80. The Commission based its study on documents prepared by the Secretary-General and by ICPO. It had before it copies of chapters XI (Illicit Traffic) of the annual reports of governments on the working of the treaties which, in accordance with previous practice, had been communicated in advance of the full annual reports for 1963, and published in the document series E/CN.7/R.14 and addenda 1 to 64.

81. At the Commission's request, as expressed at its eighteenth session, the Secretariat had prepared a

³⁵ Agenda item 4; (E/CN.7/SR.529-531, 535).

³⁶ Report, eighteenth session, para. 301.

draft text on the illicit traffic,³⁷ which was circulated in advance of the Commission's deliberations, under item 4 of its agenda. Failing the usual report from the Committee on Illicit Traffic, this text was intended as an outline for the Commission's discussions in plenary meetings.

82. The Commission was of the opinion that the advance text, modelled on its Committee's reports in previous years, had facilitated its review in the form required by the organizational circumstances of the nineteenth session. Nevertheless, the present session, reduced as it was to one week, could not allow for a detailed study of the illicit traffic situation in the world. It was evident that the intricate ramifications and ever-changing pattern of illicit drug trafficking required the Commission's particular attention from year to year. If there was insufficient time for government representatives to exchange views and discuss the detailed reports furnished in implementation of the treaties in force, then the weapons used by governments in their

³⁷ E/CN.7/460.

fight against the traffic might well lose much of their effectiveness.

83. In this connexion, it was important to state that governments' compliance with their obligations to send full data at an early date had been of even greater importance in 1964 than in past years. The Commission commended the endeavours made by governments to this end, and hoped that all those whose work was directed against the illicit traffic would continue to use their best efforts in the struggle.

84. Enforcement authorities in particular were confronted by a great number and variety of difficulties in the performance of their duties. Burdensome and dangerous tasks were the rule for those pursuing major traffickers or collecting the evidence necessary to convict those criminals, who often acted so cleverly as to avoid personal involvement in the trafficking. In particular the Commission was informed of the death of Captain Ibrahim Zaki Abel El Hamid of the Frontier Guards who was killed on 30 May 1963 while pursuing traffickers in the Sinai region. The representative of Mexico also informed the Commission of the death of the pilot of a helicopter engaged in the permanent campaign to detect clandestine fields of opium poppy and cannabis in the north-western territory. The Commission wished to convey its deep sympathy to the Governments of the United Arab Republic and Mexico for their tragic losses.

85. The Commission paid tribute to the vigorous and effective action taken by the enforcement authorities of many countries and recalled the statements of appreciation which numerous representatives in the Commission had voiced. The need for close international co-operation and for the prompt exchange of all information pertinent to investigations could not be over-emphasized. The Commission had noted with great satisfaction that such co-operation appeared to be among the primary concerns of the governments involved.

86. Speaking of mutual endeavour, the Commission recalled its long-held view that technical assistance could most usefully be utilized in the solution of certain narcotics control problems. Such a form of action was especially appropriate to a period when new countries were coming into being or new administrations were being established. The various tasks connected with drug control were intricate and technical, and certain difficulties or shortcomings could hardly be avoided. Even in well-established administrations, the implementation of international obligations often gave rise to a variety of problems, but continuous work by international agencies and by certain governments had now produced a considerable volume of knowledge and experience which could be used increasingly in technical assistance and in bilateral programmes for international co-operation.

Reports by governments

87. Few years had gone by without the Commission finding it necessary to revert to questions of reporting by governments. At the eighteenth session, it had been decided once again to remind governments specifically

of their obligations in this respect. But it was not merely a matter of the formal performance of their obligations. What was in question was the content of the reports, since concrete detailed information was the sole foundation of an effective international control. In reviewing the chapters XI that had been received this year the Commission's attention was drawn to the fact that several reports gave little or no information on illicit trafficking, although in some instances there was evidence of large seizures, particularly of cannabis drugs. The Commission hoped that national administrations would give more attention to full and accurate reporting.

88. Everything possible should be done to help alleviate the suffering and misery caused by the illicit traffic. At the reporting stage, the difficulty of assessing with any accuracy the quantities and kinds of drugs in the illicit traffic on the sole basis of the seizures made had long been recognized. The ingenuity of traffickers, the efficiency of the control authorities, the political conditions obtaining in the affected countries, the weather — as affecting production and transport — the volume of illicit demand, all those factors made evaluations difficult or even misleading, especially since the situation was different for each drug. It followed therefore that reporting must of necessity be detailed, accurate and timely.

89. It should also be remembered that the Opium Advisory Committee of the League of Nations had considered the continuous exchange of current information between governments a matter of cardinal importance and had developed effective procedures for it. Basically, such an exchange was an obligation incumbent on parties to the international treaties on narcotic drugs, particularly article 23 of the 1931 Convention.

90. The Commission had on several occasions expressed its views on the criteria to be followed in reporting cases of seizures, while bearing in mind the difficulty of including all cases likely to have an international impact and excluding minor cases of purely local significance.

91. The quantity of a drug or drugs seized, although an important factor, was by no means the sole criterion of significance. Other criteria, for example, were that the seizure was of direct interest to some other country or countries; that the place of seizure or the economic or social group to which the persons involved belonged threw light on the underlying circumstances of trafficking; that traffickers or addicts, or both, were implicated; that persons in responsible positions, such as the medical profession, or government officials, were implicated; and that ships or aircraft and their personnel were involved.

92. In this connexion the Commission re-affirmed the importance to be attached to the resolutions of the Economic and Social Council requesting the Secretary-General to circulate to governments lists of merchant seafarers and members of civil air crews convicted of narcotic offences and lists of cases of illicit trafficking by mail. The publication by the United Nations of

monthly summaries of reports on illicit transactions and seizures had also proved of great value over the years.

93. The Commission also noted that in some instances reports of seizures were still made every year, either to the Secretary-General or to ICPO, and not to both, whereas provision had been made for joint reporting, governments being asked to use an agreed form or questionnaire. Special attention had been given by the Commission to the ways and means by which the annual documents on the illicit traffic prepared by the Secretary-General and by ICPO could be made complementary in their presentation, but this did not mean that the same basic data giving as many particulars as possible should not be in the possession of both organizations.

94. The Commission wishes to emphasize once again that advance copies of chapters XI of governments' annual reports are one of the cornerstones of its study of the illicit traffic. Annual reports as required by article 21 of the 1931 Convention are designed to give a general account of the implementation of the international treaties by governments during the year under review. Since full reports cannot generally be completed by the time of the Commission's session, the practice was established of communicating in advance the information on the traffic in the preceding year, in time for documents to be prepared for review by the Commission.

Representation by observers

95. The Commission paid tribute to the assistance in its deliberations given by the representative of the Permanent Anti-Narcotics Bureau of the League of Arab States and the representative of the International Criminal Police Organization (ICPO).

96. It was understandable that a number of governments had been unable to send observers to the present session, since administrative arrangements must have been unusually burdensome in proportion to the shortness of the session and the time available for fruitful participation by all present. The Commission felt it to be particularly appropriate, therefore, to record its appreciation of the help given by the many observers who had attended the present session. It expressed its gratitude to the following Governments which had sent observers to its nineteenth session: Afghanistan, Argentina, Burma, Cuba, Ethiopia, Greece, Israel, Italy, Lebanon, Netherlands, Poland, Portugal, Syria, Thailand, Tunisia and Yemen, and regretted that it had not been possible for some other countries to accept the invitations extended to them.

General considerations

97. The system of narcotics control built up during the past half-century has resulted in remarkable achievements. International and national control of narcotic drugs under the existing treaties has very largely succeeded in limiting the use of legally manufactured narcotic drugs to medical and scientific purposes, and

clandestine manufacture is by far the most important source of supply for illicit drug traffic. Clandestine production of the raw materials of drugs looms far larger as a problem in control than in the past. The efforts of the governments of producing countries and of the international organs should therefore be directed more and more towards the strengthening of control over agricultural raw materials such as the opium poppy, the coca bush and the cannabis plant. In this connexion, the Commission thought it pertinent to invite the attention of governments to the remarks contained in paragraphs 20 and 21 of the report of PCOB on its work in 1963 (document E/OB/19).

98. Almost every session of the Commission has stressed the need for severe penalties as a deterrent to drug trafficking. It was noted that in several countries the death penalty was provided for traffickers, and had in some instances been meted out. The Commission's attention was drawn to a tendency in some quarters to treat the addict-trafficker with a leniency which was considered to be misplaced, and the Commission reiterated its view that severe penalties should be imposed on all traffickers for their crimes.

99. A relatively recent development observed is the sale and use of drugs in colleges and in university campuses. The Commission viewed this development with concern.

100. Information on the origin of seized narcotics was of value to enforcement officers, and the Commission thought that countries should be encouraged to make more reports on origin. In this connexion, the Commission thought that opium samples sent to the United Nations Laboratory for determination of origin should be accompanied by data on the seizure, such as the date and place of seizure, the names of persons implicated, their nationality, etc.

101. This year the Commission did not have sufficient time to review in detail the information contained in the reports of governments submitted to it, such as chapter XI of the annual reports of governments, monthly summaries of illicit transactions and seizures, and the ICPO/INTERPOL annual memorandum on the illicit traffic. The Commission decided to include in its report a table listing the total quantities of drugs reported seized for a number of years, but the figures for 1963 are as yet incomplete and provisional. The table is given below for ready reference, as an integral part of the text.

102. The Commission concentrated on three aspects of the illicit traffic situation: the opium and opiates traffic in the Far East and the Middle East; the cannabis traffic, particularly in the Middle East; and the traffic in cocaine.

103. There had been no abatement in the heavy traffic in opium in the Far East and large seizures had been reported by Thailand, Singapore, Malaya and Hong Kong. Seizures of morphine base had increased considerably and the Commission noted that the notorious "999" brand of morphine blocks had frequently been seized. A new development was the increased

Total quantities of drugs seized

(Miscellaneous ampoules, tablets, etc., have been omitted)

(All totals are expressed in kilogrammes)

Year	Raw opium	Prepared opium	Morphine	Heroin	Cocaine	Cannabis	Synthetic drugs
1931	48,392	7,179	1,354	943	70	20,888	—
1932	19,676	27,463	831	251	111	26,681	—
1936	124,497	18,063	393	867	97	16,283	—
1946	22,413	5,191	40	27	24	24,411	—
1947	18,389	3,862	274	107	21	18,891	—
1948	17,948	4,572	26	36	175	81,675	—
1949	20,503	8,237	18	77	25	39,141	—
1950	54,614	4,345	41 895	80 366	11 640	133,536	—
1951	46,810	4,072	57 925	120 636	17 440	237 063	0 111
1952	54,138	1,509	310 789	115 427	5 343	300,611	0 012
1953	47,178	2,920	118 239	154 295	7 137	436,155	1 356
1954	38,489	3,643	79 462	108 597	16 231	161,324	2 231
1955	59,312	3,232	209	137	10 711	1 331,371	1 035
1956	20,892	654	99	109	5 110	298,461	0 327
1957	32,157	958	269	160	7 965	123 560	0 310
1958	30,619	739	175	141	4 425	341,199	0 479
1959	48,607	1,469	172	179	27 863	674,911	0 866
1960	35,970	672	332	390	10 319	875,849	3 506
1961	39,612	1,722	192	167	21 500	207,716	1 118
1962	49,560	2,072	326	354	19 673	314 086	—
1963	37,307	1,353	732	402 737	25 628	159,126	0 108

trafficking in opium from Singapore to Hong Kong. The illicit traffic in heroin from Bangkok to Hong Kong noticed last year was again confirmed. In the Middle East, large opium seizures had been reported by Iran, and morphine and heroin seizures had been made in several countries of this region.

104 The Commission noticed that the traffic in opium and opiates in the Far East was being supplied mainly by illicit opium production in the Burma-China-Laos-Thailand border regions, and in the Middle East from opium production in Turkey. Information was submitted by the representative of Turkey regarding the measures taken for the control of opium cultivation in accordance with the provisions of the 1953 Protocol and drawing attention to the necessity for close co-operation between countries in the region. The observer for Burma gave details of his Government's policy on the control of opium cultivation in his country. The Commission expressed satisfaction at the steps taken by those Governments. It also appreciated the offers of mutual co-operation in the control of the illicit traffic made by the representatives of the countries situated in those regions.

105 The heroin traffic was highly organized from the source areas to the countries where there was illicit consumption. As in previous years, Canada and the United States of America continued to be the target of much of the traffic in this drug. Nevertheless, the Commission observed that the use of heroin was spreading in the Far East and in the Middle East. Several clandestine manufacturing centres had been discovered in those regions, and the Commission again noted the tendency for such centres to be located close to the areas where opium supplies were available.

106 The representative of Mexico drew particular attention to a seizure of 22.75 kg of heroin and 373 g of cocaine at the Central Airport of Mexico City, the trafficker was travelling from France to Mexico City.

107 Traffic in cannabis was carried on in every region and in almost every country in the world, and domestic or internal trafficking in that drug could be more clearly distinguished from international or inter-continental trafficking. This did not mean that clandestine cultivation and local addict use might not exist in serious proportions in areas which were primary sources of illegally exported supplies. In Europe and Oceania the traffic was relatively small, but it had been increasing and was more and more pervasive. In the Far East appeared to be little international traffic in cannabis. Considerable use was made of it in indigenous systems of medicine in the Indian-Pakistani sub-continent. In the Middle East, there appeared to be no abatement of the traffic in cannabis, particularly hashish, which originated mainly in Lebanon and spread to other parts of the region, with the United Arab Republic as the main target. The observer for Lebanon informed the Commission of the measures taken by his Government to suppress the illicit traffic and clandestine cultivation of cannabis, and to introduce substitute crops, such as tobacco.

108 The situation with respect to cocaine had worsened in recent years. Significant evidence had come to light as a result of seizures in 1962 and 1963, especially in Brazil, Mexico and the United States of America. Unfortunately, lack of reporting by a number of countries left gaps in the picture and authoritative estimates of the scale of the problem of coca leaf and cocaine were difficult to arrive at. Clandestine manufacture

was undoubtedly able to thrive on the abundant supplies of coca leaf produced in Bolivia and Peru, as had been repeatedly stated in the Consultative Group on Coca Leaf Problems in 1962 and in the Inter-American regional meetings held in Rio de Janeiro in 1960 and 1961. The representative of the United States of America mentioned that his country was seriously concerned about the cocaine traffic which entered the United States.

109. Seizures of natural drug preparations were infrequent and the quantities involved were very small.

110. Seizures of synthetic drugs reported were also small, and most cases originated in diversions from licit or therapeutic sources. However, as was previously pointed out, seizures alone do not provide an accurate picture of the situation and governments should communicate additional and more precise information. The dangers inherent in these drugs should not be minimized.

111. The Commission has studied with particular attention the chemical substances acetic anhydride and acetyl chloride, in view of their use in the conversion of morphine into heroin. In a resolution adopted at its ninth session the Commission had drawn the attention of governments to the danger of diversions of acetic anhydride for illicit purposes, and suggested that they bear in mind the possibility of establishing surveillance

appropriate to the risks involved and to the particular circumstances in their countries. Undoubtedly much good had been accomplished as a result of measures taken by many governments and industrial enterprises on their own account. Information made available over a number of years by several representatives, in particular of France, Greece, Thailand, Turkey and the United States of America, had led to beneficial measures being taken. It was understood that in view of the widespread and common use of acetic anhydride and acetyl chloride in many branches of industry the establishment of a system of export controls for those products was of doubtful practicality in countries producing chemicals. Manufacturers could, however, be of great assistance to the national control authorities by keeping a scrupulous watch over the distribution of their products. To the extent that countries faced with the problem of illicit manufacture of heroin could place the importation and distribution of acetic anhydride under control, it seemed both reasonable and expedient for them to do so, especially if they were situated in or close to areas of opium cultivation.

112. The Commission wishes to emphasize that, in the light of increasing knowledge and experience, assisted more and more by closer collaboration among national control authorities, governments would undoubtedly find it useful to review periodically the various components of their narcotics control programmes.

CHAPTER IV

ABUSE OF DRUGS (DRUG ADDICTION)

113. In view of the short duration of the Commission's nineteenth session, the subject *Abuse of Drugs (Drug Addiction)* was one of the items which was not included in the agenda.

114. The Commission recalled that, pursuant to its resolution 2 (XVII), the Secretariat had invited governments to supply information on the results of research carried out in their countries into the problems of drug addiction and illegal drug consumption with special reference to their socio-economic and medical aspects. Replies had been received from eleven countries and were summarized in chapter VII of the Division's report and the related paragraphs of the addendum thereto.³⁸ Additional replies received by the Secretariat

³⁸ E/CN.7/457, paras. 77-80; E/CN.7/457/Add.1, paras. 78.1, 79.1 and 80.1 (E/CN.7/SR.526 and 534).

after the preparation of these documents were also brought to the Commission's attention.

115. The Commission thought that it should have more time to consider the views of governments on the subject. It requested the Secretariat to draw the attention of governments to the significance it attached to its resolution 2 (XVII), and in the light of the information furnished to submit a report to the twentieth session of the Commission. ✓!

116. The discussion of some of the data on drug addiction in the Summary of Annual Reports of Governments for 1962,³⁹ and of the new expression "drug dependence" to replace "drug addiction", recommended by WHO, is summarized in paragraphs 43-46 and 74-76, 78 of the report.

³⁹ E/NR.1962/Summary and Add.1, chapter X.

CHAPTER V

SCIENTIFIC RESEARCH ON OPIUM AND CANNABIS

117. The Commission reviewed the progress made during the previous year in the United Nations opium and cannabis research programmes, as outlined in the note by the Secretary-General.⁴⁰ Supplementary information was supplied by the representative of the Secretary-General, who described the activities of the United Nations Laboratory and stressed the importance of the co-operation of governments in the programmes of work.

118. During the period under review, international collaboration in this field had been considerably broadened and extended. Three further scientists had been nominated by their governments (Czechoslovakia, the Federal Republic of Germany and Switzerland) to participate in the research. Interesting contributions had been received from scientists in Canada, Hungary, Italy, Norway, the Union of Soviet Socialist Republics, the United States of America and Yugoslavia, and the results of this research were to be found in the documents in the ST/SOA/SER.K/. . . and ST/SOA/SER.S/. . . series. For the continuation of this research, the Laboratory had sent samples of opium and cannabis to scientists in Czechoslovakia, France, Italy, Switzerland and the Union of Soviet Socialist Republics.

119. As in previous years, technical assistance in the form of training had been provided at the United Nations Laboratory and during 1963 the Laboratory had received fellows from Greece, Iran and Turkey. The Commission was informed that while they were at the United Nations Laboratory, the fellows in question had visited other laboratories and scientific institutions in Europe. The Commission expressed appreciation of the assistance and co-operation in this matter afforded by the authorities of the Federal Republic of Germany, France, Italy and Switzerland.

120. While at the United Nations Laboratory a Technical Assistance fellow from Turkey had carried out some very interesting research on a rapid method for the determination of morphine content which promised to be extremely useful, and the preliminary report on this method was contained in document ST/SOA/SER.K/136.

121. As in the previous year, the Laboratory had concentrated on the development and application of simple, rapid and easily reproducible methods for the determination of the origin of opium and, in particular, on the methods of colour reactions and direct absorption spectrophotometry. No further modifications or changes had been made in these methods during the past year. The Laboratory had analysed a considerable number of authenticated samples, which were the basis for the investigation of seizures, and had also analysed many samples of seized opium, which had been submitted by governments for the determination of origin.

In approximately two-thirds of the latter cases, the Laboratory had indicated the geographical origin. Its inability to do so in others was due to the lack of authenticated samples from certain regions. During the past year, authenticated samples of licit production had been received from India, Japan, Pakistan and the Union of Soviet Socialist Republics. The response to the Commission's resolution 3 (XVII) could be regarded as satisfactory in that, during the period under review, authenticated samples of illicit production had been received from Afghanistan, Burma, Korea, Laos and Mexico, but further authenticated samples were still needed, particularly from countries situated in the areas directly affected by the illicit traffic.

122. With reference to the seizure samples submitted for the determination of origin, it was requested that the Laboratory should in future try to obtain complete and accurate information relevant to the circumstances in which the seizures were made.

123. During 1963, the Laboratory had received samples of cannabis from Brazil and Iraq. The Laboratory had also received an interesting collection of narcotic substances, including samples of opium, cannabis and coca leaves, from the United States of America. The representative of Mexico hoped that it would be possible for his Government to send further samples of opium and cannabis for research purposes.

124. The Commission was informed that the Laboratory had continued its research on methods for the identification of cannabis and that preliminary work had been carried out on the application of infra-red and fluorescence techniques to the study of narcotic substances. In this connexion, appreciation was expressed of the facilities afforded by St. Mary's Hospital, London, for the training of a member of the Laboratory in fluorescence analysis. Valuable advice had also been received from a collaborating scientist in France.

125. With regard to the suggestion put forward in the Commission last year that it would be of value for law enforcement officers to have tests for the detection of cannabis users, it was noted that research on the identification of cannabis in body fluids had begun in Czechoslovakia, the Federal Republic of Germany and the United States of America.

126. Reference was made to the unique system developed by the Laboratory for the indexing of the material in its valuable collection of scientific literature on narcotic drugs, and it was recommended that high priority be given to expediting this work. The representative of the United States of America hoped that collaboration with his country in this field would be extended.

127. The Commission expressed its appreciation of the progress achieved in the scientific research programmes and of the work accomplished by the United Nations Laboratory during the past year.

⁴⁰ E/CN.7/457/Add.4 (E/CN.7/SR.526 and 534).

CHAPTER VI

THE QUESTION OF THE COCA LEAF

128. The question of the coca leaf was not on the agenda of the nineteenth session. Nevertheless, the Commission took note of certain important developments that had taken place since its last session.⁴¹ It learned with pleasure that Peru had established by Supreme Decree of 23 October 1963 an inter-ministerial body, the Permanent Narcotics Advisory Commission, for initiation and co-ordination of action in the field as well as the more effective implementation of the international narcotics treaties. In addition, the Government was undertaking an epidemiological enquiry into the habit of coca leaf chewing which should be useful in tackling the root cause of the problem.

⁴¹ E/CN.7/457, paras. 82-86; E/CN.7/457/Add.1, paras. 85.1 and 85.2 (E/CN.7/SR.526 and 534).

129. The Commission was informed that a Latin American seminar on coca leaf problems was being organized and was scheduled to take place in October 1964. This would be in the nature of a follow-up to former meetings on this problem held in the area.

130. In order to co-ordinate the efforts of the Andean countries in controlling their narcotics problems generally, and in particular those arising from the coca leaf, one of the officers of the Division of Narcotic Drugs had been outposted to the area, with headquarters in Lima, since November 1963. This officer had been establishing liaison between the authorities and the Division and was seeking, in co-operation with the national authorities, ways and means of obtaining positive results.

CHAPTER VII

THE QUESTION OF CANNABIS

131. The question of cannabis was not on the agenda of the nineteenth session. Nevertheless, the Commission noted the information on cannabis submitted to it in the Division's report,⁴² in response to a request made at its last session.⁴³ The Commission requested the Secretary-General to continue his efforts to obtain information from countries in Africa and also from Nepal, and to make a report thereon for consideration at its twentieth session. The Commission also hoped that the bibliography on cannabis previously requested by it would be available for consideration at its twentieth session.

⁴² E/CN.7/457, paras. 87-91; E/CN.7/457/Add.1, paras. 87.1 and 90.1 (E/CN.7/SR.526 and 535).

⁴³ Report, eighteenth session, para. 219.

CHAPTER VIII

OTHER SUBSTANCES (BARBITURATES, TRANQUILLIZERS, AMPHETAMINES, KHAT) SYNTHETIC NARCOTIC DRUGS

132. Questions relating to the control of other substances such as barbiturates, tranquillizers, amphetamines, etc., were not on the agenda of the nineteenth session.

133. At its eighteenth session,⁴⁴ the Commission had requested the Secretariat to collect literature and references dealing with the effects of the abuse of narcotic drugs, especially cannabis and psychotropic substances, on accidents in general and road accidents in particular.

134. Although a full discussion of the subject could not be undertaken this year, the Commission took note of the information made available to it.⁴⁵ ILO had

⁴⁴ Report, eighteenth session, para. 246.

⁴⁵ E/CN.7/L.269; E/CN.7/457, paras. 92-95; E/CN.7/457/Add.1, paras. 94 *bis* and 94 *ter* (E/CN.7/SR.526 and 535).

prepared an interim report on the matter. The representative of WHO mentioned that, while there was sufficient information on the abuse of such substances, it was difficult to obtain quantitative data about the connexion between their abuse and accidents. Nevertheless, his Organization was already looking into the problem.

135. It was suggested that consideration might be given to putting warning labels on packages containing substances which might impair a driver's capacity. In that connexion reference was made to the reported cases, mentioned in paragraph 46 above, of drivers of vehicles being cannabis addicts.

136. The suggestion was also made that the possible effect not only of stimulating drugs but also of tranquillizers should be studied.

137. The representative of the United States of America submitted material and bibliographic references on the effects of the abuse of narcotic substances on accidents, for study by the Secretariat. The Commission requested the Secretariat to prepare a general analysis of the information made available to it and submit it at the twentieth session.

The question of khat

138. As early as 1935, the Opium Advisory Committee of the League of Nations was made aware of the problem of khat, a plant which grows in parts of East Africa and of the western coastal areas of Arabia. The subject was first taken up by the United Nations when it was brought to the Commission's notice by the representative of Egypt in 1956. Since then the Commission has kept the subject of khat under review and from time to time asked the observers of interested countries to attend its discussions, though no formal decision has been taken or recommendation made.

139. However, the United Nations Middle East Technical Assistance Mission on Narcotics Control of 1962 expressed the hope that the authorities concerned would take any necessary action to deal with the problem.⁴⁶ At the recent Addis Ababa Seminar also⁴⁷ the subject of khat came up for discussion and the seminar suggested that, following the receipt of the report, the countries directly concerned with the khat problem, acting in concert with the United Nations, should themselves consider what further measures needed to be taken.

140. At its twelfth session in 1957, the Commission recommended unanimously to the Council the adoption of a resolution, later adopted as Council resolution 667 D (XXIV), inviting WHO to study the medical aspects of the habitual chewing of khat leaves and to report thereon.

141. This report⁴⁸ was submitted to the nineteenth session of the Commission by the representative of WHO, who explained that it reviewed the somatic and psychic symptoms brought about by the chewing of the leaves and explained the effects of the specific active principles contained in the leaves. Besides tannins in appreciable amounts, it had been possible to identify (+)-norpseudoephedrine (cathine) and a chemically and pharmacologically closely related substance, which disappeared when the plant was dried and was presumably a step in the biosynthesis of cathine.

142. The presence of this second, hitherto unrecognized, active principle accounted for the marked preference expressed by the chewers for fresh khat leaves as being more stimulating than dried ones. It also explained why khat consumption had become more widespread in a certain region, as the fresh leaves could now

be made available by means of modern transport, particularly the aeroplane, in regions distant from the production areas. Both active principles were amphetamine-like in structure and pharmacodynamics. Their effects were somewhat less potent than those produced by equivalent amounts of, for example, methamphetamine. Another reason why the medical effects produced by khat and those of pure amphetamine substances were different in degree was that, while large quantities of amphetamines could frequently be injected, the taking of khat by ingestion could build up only a relatively smaller concentration in the body.

143. The individual disturbances could be explained as effects of the main active ingredients of khat, that is, the amphetamine-like components and the tannins. The former were clearly responsible for the development of the habit, that is, psychic dependence on khat which was, therefore, of a similar nature to dependence on amphetamines. Hence, the WHO Expert Committee had concluded that the problems connected with khat and with the amphetamines should be considered in the same light. The Expert Committee had also fully realized that the social and economic consequences of the khat habit needed special attention.

144. A few representatives felt that the dangers of khat should not be exaggerated and, in answer to a question by the representative of the United States of America, the observer from Ethiopia explained that in his country khat was not banned and was widely used in certain areas. He thought that the dangers of khat consumption should not be overrated, as they were comparable with drinking alcohol and smoking tobacco in some societies.

145. Other representatives thought that, in view of the continuing and apparently growing nature of the problem, which was a socio-economic rather than a medical one, and in view of the interest that the Commission had expressed in this substance, the report should be submitted for the consideration of the governments concerned.

146. It was generally accepted that, while those who chew excessive amounts of khat are liable to suffer from malnutrition or disease, the habit has disturbing social and economic consequences, such as loss of manpower and over-spending on khat and is thus harmful to the individual as well as to the community. The report covered the medical aspects of the problem and it might now be necessary to give further consideration to its economic and social aspects. For the present, it appeared that the problems in individual countries arising from the habitual consumption of khat should be dealt with by the governments immediately concerned.

147. Some representatives felt that, in view of possible parallels which might be drawn between the effects of khat chewing and indulgence in alcohol, tobacco and coffee, the matter was *ultra vires* for the Commission which should perhaps at its twentieth session look into the whole question of its terms of reference. Other representatives recalled that the same misgivings had

⁴⁶ TAO/ME/1, para. 85.

⁴⁷ ST/TAO/SER/C.67, para. 36.

⁴⁸ E/CN.7/459/Add.1 (E/CN.7/SR.527, 532, 533 and 535).

been expressed previously over the question of other substances, such as barbiturates.⁴⁹

148. The Commission as a whole considered that khat was a proper subject for it to discuss and that a resolution should be recommended for adoption by the Council, thanking WHO for its report and drawing the attention of the governments concerned to that report.

149. The following draft resolution, introduced by

⁴⁹ Report, seventeenth session, para. 198.

France, Japan, Morocco and the United Arab Republic,⁵⁰ was adopted by 19 votes to none, with one abstention:

Resolution 1 (XIX). The question of khat

The Commission on Narcotic Drugs

Recommends the adoption of the following resolution by the Economic and Social Council:

[For this part of the text of resolution 1 (XIX) see chapter XIV, draft resolution B.]

⁵⁰ E/CN.7/L.273/Rev.1.

CHAPTER IX

THE SINGLE CONVENTION ON NARCOTIC DRUGS, 1961⁵¹

Preparations for the coming into force of the 1961 Convention

150. The Commission was informed that 32 States had now become parties to the Single Convention on Narcotic Drugs, 1961, out of the 40 required to bring the Convention into force (article 41 of the Convention). It seemed probable that the new treaty would enter into force before the Commission's twentieth session, and the Commission therefore considered what preparatory action it should take.

151. With respect to the draft administrative guide⁵² which had been circulated to governments for comment at the request of the Commission at its eighteenth session, it was decided, in view of the very limited number of comments received,⁵³ to circulate this document again to governments which for any reason might not have received it or had not already replied, to the PCOB and to WHO, with a request that their comments be sent to the Secretariat not later than 30 October 1964. The Secretariat would then prepare a new draft incorporating as far as possible all comments received from governments, organizations and organs. The revised draft would also reflect the view of the Commission that the guide should be short, simple and practical and should not overlap the area to be covered by the legal commentary. The revised draft would be prepared in time for consideration at the next session, when a working group would be set up to study it and make recommendations to the Commission.

152. The Commission was informed that it had not been possible to recruit a suitable consultant to commence work on the commentary on the Single Convention called for in Council resolution 914 D (XXXIV). It was felt that in view of the benefit to be gained from the observation of the actual working of the treaty after it had entered into force, it would perhaps be better if work on this commentary did not begin until some time after the Convention had come into force. In this connexion, it was recalled that the Commentary

on the 1931 Convention⁵⁴ had not been issued until 1937, i.e. three to four years after the entry into force of that treaty.

153. The Commission also had before it a document containing comments by governments on the draft forms for, and dates suggested as time limits for the submission of, the information to be furnished to the Secretary-General under the new treaty.⁵⁵ As these comments were not very extensive it was decided that this document should again be sent to governments, with a further request for comments to be despatched in time for the twentieth session, when a final draft of the questionnaires and the import certificate could be adopted.

154. The Commission was informed that considerable progress had been made with the printing, in accordance with the Commission's request,⁵⁶ of the records of the Plenipotentiary Conference which had adopted the Single Convention in New York in 1961. The first volume, which would comprise all the summary records of the plenary session, together with some general documentation, had been in the printers' hands for some months and most of it was at the second proof stage. The second volume, which would comprise the summary records of the Committees of the Conference, together with technical documentation, was now also in the printers' hands. The Commission considered that every effort should be made to expedite the printing of these records so that, if possible, they could reach governments in time to be used by them in preparing their comments on the proposed administrative guide.

155. The Commission considered the changes in the Schedules of the Single Convention proposed by the WHO Expert Committee on Addiction-producing Drugs, which were contained in its thirteenth report.⁵⁷ These had been prepared in response to a request by the Com-

⁵¹ Agenda item 6 (E/CN.7/SR.528, 530 and 535).

⁵² E/CN.7/438.

⁵³ E/CN.7/463 and Add.1.

⁵⁴ Historical and technical study on the 1931 Convention, League of Nations document C.191.M.136.1937.XI.

⁵⁵ E/CN.7/449.

⁵⁶ Report, sixteenth session, para. 222.

⁵⁷ E/CN.7/463/Add.2.

mission at its seventeenth session.⁵⁸ The representative of India expressed some reservations about the competence of the Commission to change, before the Convention came into force, the schedules agreed upon at the time of the Plenipotentiary Conference which had adopted the Single Convention in New York on 30 March 1961.

156. It was explained that a legal opinion on this point has already been sought from the United Nations Office of Legal Affairs in New York, which had expressed the view that, when there was a good prospect of the 1961 Convention coming into force, the Commission could act on WHO's recommendations under article 3, paragraph 6, of the Single Convention, by reaching a decision on those recommendations and requesting the Secretary-General to make the appropriate communication by urgent means immediately after the entry into force of the treaty.

157. Accordingly, the Commission considered the recommendations by WHO as set out in document E/CN.7/463/Add.2 and decided that the following should be adopted:

Schedule I

The following items should be added:

Fentanyl (1-phenethyl-4-N-propionylanilino-piperidine);
Methadone-intermediate (4-cyano-2-dimethylamino-4,4-diphenylbutane);
Moramide-intermediate (2-methyl-3-morpholino-1,1-diphenylpropanecarboxylic acid);
Noracymethadol ((±)-alpha-3-acetoxy-6-methylamino-4,4-diphenylheptane);
Norpipanone (4,4-diphenyl-6-piperidino-3-hexanone);
Pethidine-intermediate-A (4-cyano-1-methyl-4-phenylpiperidine);
Pethidine-intermediate-B (4-phenylpiperidine-4-carboxylic acid ethyl ester);

⁵⁸ Report, seventeenth session, para. 251.

Pethidine-intermediate-C (1-methyl-4-phenylpiperidine-4-carboxylic acid);

Schedule II

Nicocodine (6-nicotinylcodeine) should be added.
Dextropropoxyphene ((+)-4-dimethylamino-3-methyl-1,2-diphenyl-2-propionoxybutane) should be deleted.

Schedule III

Of the substances listed in section 1, dextropropoxyphene should be deleted.

158. It was understood that in accordance with article 3, paragraph 7, of the 1961 Convention, this decision should be communicated as soon as the Convention comes into force by the Secretary-General to all States Members of the United Nations, to non-member States Parties to this Convention, to the WHO, to the PCOB and to the DSB, and that the decision would become effective with respect to each Party on the date of its receipt of such communication. The Parties would thereupon take such action as might be required under the Convention.

159. With regard to the recommendation of WHO to delete the words "when such material is made available in trade" from the definition of concentrate of poppy straw in Schedule I of the Convention, the representatives of Hungary and Yugoslavia recalled the reason why the definition had been drafted in that way. Accordingly, the Commission decided to defer its decision on that point, as well as on all the other recommendations of WHO set out in document E/CN.7/463/Add.2, but not included in the decision recorded in paragraph 157 above, until its twentieth session, when governments would have had an opportunity to consider their implications.

CHAPTER X

UNITED NATIONS OPIUM PROTOCOL, 1953⁵⁹

Preparations for the implementation of the 1953 Protocol

160. At its eighteenth session, the Commission had considered suggested modifications to the form of annual reports under the 1931 Convention so as to enable governments to furnish a single annual report on the implementation both of that Convention and of the 1953 Protocol. It was recalled that the revised form had been adopted provisionally, and governments had been invited to send in their comments on it for consideration by the Commission at its present session.⁶⁰

161. The Commission considered document E/CN.7/465 and addendum 1 containing the observations of governments on the proposed modifications to the form of annual reports. The document also contains

⁵⁹ Agenda item 7 (E/CN.7/SR.526, 528 and 534).

⁶⁰ Report, eighteenth session, para. 269.

information sent by some governments on the working of the 1953 Protocol.

162. It was generally felt that, as it seemed probable that the 1961 Convention would come into force at an early date, it was more important for the Commission to devote its time to preparations for the implementation of that treaty. In this connexion, the Commission noted that the proposed modifications resulting from the implementation of the 1953 Protocol had been incorporated in the draft form of annual reports for use under the 1961 Convention. The latter, contained in document E/CN.7/449, had also been communicated to governments, following a decision by the Commission at its last session.⁶¹

⁶¹ Report, eighteenth session, para. 256.

163. Accordingly the Commission decided to take note of the comments of governments as contained in document E/CN.7/465 and addendum 1. These comments, together with any other observations that might be received with respect to the draft form of annual reports contained in document E/CN.7/449, would be consi-

dered at the twentieth session of the Commission when a final decision could be taken with respect to both the treaties. The Commission requested the Secretariat to urge those Governments which had not sent in their comments on document E/CN.7/449 to do so as soon as possible, and in any case before the end of the year.

CHAPTER XI

TECHNICAL CO-OPERATION IN NARCOTICS CONTROL ⁶²

164. The Commission had before it a report by the Secretary-General ⁶³ giving information on technical assistance projects relating to narcotics control, carried out in 1963 under General Assembly resolution 1395 (XIV) or under the Expanded Programme of Technical Assistance. The report also gave particulars of the projects planned for 1964, and mentioned some of the projects proposed for 1965.

165. The Commission learned that three main regional projects had been completed since its last meeting. The United Nations Middle East/North Africa Technical Assistance Mission on Narcotics Control, 4 September - 12 October 1963, marked the completion of the regional project which began in 1962. The mission held consultations with the Governments of Algeria, Cyprus, Iran, Israel, Lebanon, Syria, Tunisia and Turkey. The main subjects covered were national legislation and administration relating to narcotics control, production and consumption of opium and cannabis, licit supply and distribution of narcotic drugs for medical and scientific purposes, enforcement measures and problems of illicit trafficking, and drug addiction and abuse, including the treatment and rehabilitation of addicts.

166. A second regional project carried out in 1963 was a *Seminar on Narcotics Control Problems of Developing Countries in Africa*. This seminar was held in Addis Ababa, Ethiopia, from 11 to 22 November 1963. Sixteen countries and one non-self-governing territory in the region participated in the seminar, namely: Cameroon, Congo (Brazzaville), Dahomey, Ethiopia, Ghana, Ivory Coast, Kenya, Liberia, Madagascar, Nigeria, Rwanda, Senegal, Sierra Leone, Somalia, Sudan, Uganda and French Somaliland. The report of the seminar was given restricted distribution as document ST/TAO/SER/C.67, and was made available to members of the Commission. The objects of the seminar were to provide an extensive exposition of, and commentary on, the main narcotics problems and to bring out some of the technical complexities of the subject. Lectures and discussions were organized with the assistance of experts provided by WHO, ICPO and PCOB/DSB, one expert from Nigeria and another made available through the courtesy of the United States of America.

167. In 1964 a Consultative Group on Narcotics Problems in Asia and the Far East met in Tokyo from

3 to 12 February. The Government of Japan was host to the meeting. Participants came from Afghanistan, Burma, Ceylon, China, Hong Kong, India, Indonesia, Iran, Japan, Laos, Malaysia, Macau, Nepal, Pakistan, Philippines, Republic of Korea and Thailand. The meeting was also attended by observers from Australia, France and the United States of America, and by representatives of WHO, ICPO and PCOB/DSB. The main items on the agenda were the problem of drug addiction, the production of and traffic in narcotic drugs, the control of narcotic drugs and the repression of illicit traffic, the treatment and rehabilitation of drug addicts, and technical assistance. The group concentrated on the large regional opium production which was at the root of the expanding morphine/heroin traffic in the region and elsewhere, and made a number of recommendations to deal with the situation. It emphasized the need to adopt an integrated health and social welfare approach to the problem of addiction and stressed the importance of the health education of the public as a preventive measure.

168. In February/March 1964, a preliminary survey of the economic and social aspects of opium production and consumption in Burma was carried out at the request of the Union Government of Burma. It was recalled that this survey had been recommended by the Commission on Narcotic Drugs and endorsed by the Economic and Social Council in resolution 962 B II (XXXVI) last year. The survey team consisted of four persons, one appointed by the Division of Narcotic Drugs, one by WHO, and two by the Union Government. The team visited the major opium-producing regions of Burma and made a report, with recommendations, to the Government.

169. The observer for Burma expressed the gratitude of his Government for the co-operation and assistance of the United Nations in planning and carrying out the survey. He explained that, while a useful start had been made, the problem of crop substitution could only be dealt with by patient education and convincing demonstration. Its aim was two-fold: to ensure a continuous means of livelihood for the cultivators and to shut off the source of supply for the illicit traffic. He hoped that in view of the international ramifications of this traffic, countries interested in the suppression of illicit opium poppy cultivation and the United Nations would be ready to assist in the planning and carrying out of remedial projects, which would otherwise be beyond his Government's resources.

⁶² Agenda item 5 (E/CN.7/SR.532, 534 and 535).

⁶³ E/CN.7/462.

170. The observer for Afghanistan welcomed the discussions that his Government had been able to have with United Nations officials in March 1964 on the subject of technical assistance in narcotics control in general and more especially assistance in promoting better border control systems on both sides of the Afghan-Iranian frontier. To this end, he hoped that the services of a United Nations expert might be made available to Afghanistan for the purpose of carrying out a border survey and also that it might be possible for Afghanistan to benefit not only from international technical assistance programmes but also from bilateral assistance.

171. The observer for Thailand expressed the hope that the Commission would support the request which had been approved by his Government for a survey of the opium-producing regions in Thailand, along the same lines as the Burma opium survey mission. He felt that this would not only enable the Thai authorities and the Commission to form a better impression of the magnitude of the problem but would also assist with its solution. The Commission warmly supported this suggestion for a survey and considered that it should be undertaken as soon as it was feasible.

172. A draft resolution endorsing the request by Thailand was introduced by Ghana, Mexico and the United States of America.⁶⁴ Some representatives pointed out that the second operative paragraph should be in accordance with the present technical assistance practices and follow more closely operative paragraph 2 of Council resolution 962 B II (XXXVI) concerning a survey of economic and social requirements of an opium-producing region in Burma. The sponsors of the draft resolution having accepted this amendment, the following draft resolution was adopted by 16 votes to none, with four abstentions.

Resolution 2 (XIX). Survey of the economic and social requirements of the opium-producing regions in Thailand

The Commission on Narcotic Drugs,

Having heard with satisfaction the statement of the observer from Thailand that the Government of his country intends to ask the United Nations to undertake, in co-operation with the Food and Agriculture Organization and the World Health Organization, a survey of the economic and social needs of the opium-producing areas of Thailand, with a view to facilitating the abolition of poppy cultivation, of addiction to opiates and of illicit trafficking, by measures of economic and social development offering the individuals affected alternative means of livelihood in industry, handicrafts or agriculture;

Considering that such measures of economic and social development would be beneficial not only to Thailand but also to many other countries which would profit from a resulting reduction of the illicit traffic in opiates;

Recommends to the Economic and Social Council the adoption of the following resolution:

[For this part of the text of resolution 2 (XIX) see chapter XIV, draft resolution C.]

⁶⁴ E/CN.7/L.274.

173. A note by the Secretary-General⁶⁵ on the financial implications of the proposed survey was submitted to the Commission and is reproduced in Annex II.

174. The Commission expressed its gratitude to the Governments of Ethiopia and Japan for the facilities and co-operation they had provided in acting as hosts to the Seminar on Narcotics Problems in Developing Countries in Africa and to the Consultative Group on Narcotic Problems in Asia and the Far East, respectively.

175. The Commission learned that there was still to be held in 1964 a meeting of an Inter-American Consultative Group on Coca Leaf Problems. This will take place in La Paz from 13 to 23 October at the invitation of the Government of Bolivia. This regional project was adopted by the Council⁶⁶ on the recommendation of the Commission at its eighteenth session.⁶⁷

176. The Commission was also informed that nine fellowships had been awarded during 1963 under resolution 1395 (XIV) and, in addition, that one expert had been made available to the Government of Iran under the Expanded Programme of Technical Assistance. The Expanded Programme had continued in 1964 to make available to the Government of Iran the services of the expert appointed as a general narcotics adviser.

177. The Commission recalled the Council resolution⁶⁸ which had provided for the outposting, on an experimental two-year basis, of one of the Division's officers to the Latin American region. This outposting had been carried out in October 1963, the officer being stationed in Lima, Peru. The purpose of the outposting was to facilitate regional co-operation in narcotics control, especially in connexion with the coca leaf problem. In January 1964, the outposting to Bangkok of an officer of the Division for South-East Asia had been revived. This officer, like his predecessors, was directing his efforts towards facilitating liaison and general co-operation in narcotics control among the governments of the countries in the region. The Commission welcomed these outpostings and felt that useful results were being achieved.

178. The Secretary-General had reported that the small film library being compiled by the Division was being increasingly used. The Commission requested governments producing films, slides, posters, photographs or literature on narcotics subjects to make copies available to the Secretariat so as to enable it to widen the range and distribution of these important audio-visual media.

179. The Commission noted that ICPO would be holding later in 1964, in Paris, a seminar for enforcement officers on the subject of international control of narcotics.

180. The representative of WHO recalled that applications for fellowships and experts concerned with the medical aspects of narcotics control should be ad-

⁶⁵ E/CN.7/L.275.

⁶⁶ Resolution 962 B I (XXXVI).

⁶⁷ Resolution 3 (XVIII).

⁶⁸ Resolution 914 E (XXXIV).

dressed to WHO. After the initial phases of training by means of fellowships and research into the causes and circumstances of drug abuse, another type of technical assistance might be developed in the form of an evaluation of the results of counter-measures taken. This more active approach could be termed operational research and might help to avoid prolonging unduly the passive stage of epidemiological research. One of the first subjects for operational research might well be education, the importance of which as a preventive measure was now being more and more fully realized.

181. With respect to projects for 1965, the Commission learned that there was a proposal to hold a seminar for enforcement officers in South-East Asia early in 1965.

182. The Commission expressed its satisfaction with the Division's efforts to use to the best advantage the funds made available to it. It was observed that in the absence of supplementary appropriations, it might be advisable to strive for a better co-ordination of the possible sources of technical assistance.

CHAPTER XII

PROGRAMME AND PRIORITIES; CONTROL AND LIMITATION OF DOCUMENTATION ⁶⁹

Programme and priorities in the field of narcotic drugs

183. The Commission considered the programme and priorities in the field of narcotics control, as established at its eighteenth session and approved by the Council at its thirty-sixth session. It reviewed the pertinent sections of the work programme and suggestions made by the Secretary-General, pursuant to Council resolution 990 (XXXVI).⁷⁰

184. The Commission approved the tentative classification of projects as set out in paragraph 2 (a) and (b) of document E/CN.7/464 with the following changes: (i) in paragraph 2 (b) the words "and heroin and the indexing of scientific literature on narcotic drugs" should be added to "Scientific research on opium"; (ii) in the same paragraph the preparation of the administrative guide should be given priority over the legal commentary.

185. The Commission then discussed the priorities of its work programme and that of the Division of Narcotic Drugs and unanimously 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.

SECOND PART

Continuing projects

First priority

(b) Abuse of drugs (drug addiction);
(c) Scientific research on opium; indexing of scientific literature on narcotic drugs;

- (d) The problem of the coca leaf;
- (e) The problem of cannabis;
- (f) Scientific research on cannabis;
- (g) Barbiturates;
- (h) United Nations *Bulletin on Narcotics*;
- (i) Questions relating to control of other substances (amphetamines, tranquillizers, khat, etc.).

Second priority

- (j) The problem of synthetic and other new drugs;
- (k) Scientific research on the identification of manufactured narcotic drugs;
- (l) Narcotics bibliography.

THIRD PART

Ad hoc projects

First priority

(m) Preparations for the coming into force of the 1961 Convention — administrative guide;

Second priority

(n) Preparations for the coming into force of the 1961 Convention — legal commentary.

186. In connexion with item (k) (Scientific research on the identification of manufactured narcotic drugs), it was agreed that this would include the identification of heroin and the Commission hoped that a preliminary report on the work done would be submitted to its twentieth session.

187. The Commission then turned its attention to the duration of its next session, the twentieth. It was recalled that, following Council resolution 936 (XXXV), the Commission had last year decided not to have a meeting of its Illicit Traffic Committee⁷¹ before its nineteenth session. The Council had subsequently reduced the time proposed for the nineteenth session of the Commission from three weeks to one week as an exceptional measure. The Commission's agenda

⁶⁹ Agenda item 8 (E/CN.7/SR.533 and 535).

⁷⁰ E/CN.7/464.

⁷¹ Report, eighteenth session, para. 301.

this year had accordingly been considerably shortened and the debates restricted to a minimum. The Commission wished to emphasize that it would have to take up at its twentieth session the work that had been set aside at its present session. In addition, it would have to take into account the probability of the coming into force of the 1961 Convention, when the Commission would be obliged to devote much of its time to the preparations resulting therefrom. Again, because of lack of time this year, the Commission had been unable to review the illicit traffic situation in all its aspects. That review was one of its most important functions.

188. In the light of the above considerations, the Commission was unanimously of the opinion that annual sessions of the Commission were essential to the functioning of the international narcotics control system, especially in view of the annual reporting cycle under the narcotics treaties and of the Commission's executive functions thereunder, as well as its responsibilities for the study of various problems. The Commission unanimously decided that in principle its annual sessions should last for three weeks, including consideration of the illicit traffic items in plenary.

189. The Commission considered, on the Chairman's

proposal, whether it would be necessary to have an Illicit Traffic Committee in future, and decided by ten votes to one, with nine abstentions, not to re-establish the Committee. The Commission then debated whether there should, exceptionally, be an Illicit Traffic Committee for its twentieth session in 1965 and decided against this by eight votes to four with seven abstentions. It was decided that the debates on illicit traffic should be in plenary and, because of the heavy programme for next year, that the 1965 session of the Commission should last for three weeks and three days.

190. The Commission also considered the appropriate length of the terms of office of its officers and unanimously decided in principle in favour of annual rotation.

Control and limitation of documentation

191. The Commission observed that the measures previously taken to control the volume of documents were being maintained, and it noted the efforts of the Secretary-General to keep documents as short as possible, consistent with the purpose for which they were intended.

CHAPTER XIII

LIST OF RESOLUTIONS ADOPTED BY THE COMMISSION

<i>Number</i>	<i>Title</i>	<i>Reference</i>
1 (XIX)	The question of khat	Ch. VIII, para. 149; Ch. XIV, B.
2 (XIX)	Survey of the economic and social requirements of the opium-producing regions in Thailand	Ch. XI, para. 172; Ch. XIV, C.

CHAPTER XIV

DRAFT RESOLUTIONS RECOMMENDED BY THE COMMISSION FOR ACTION BY THE ECONOMIC AND SOCIAL COUNCIL

A

Report of the Commission on Narcotic Drugs

The Economic and Social Council

Takes note of the report of the Commission on Narcotic Drugs (nineteenth session).

B

The Question of Khat ⁷²

The Economic and Social Council,

Recalling its resolution 667 D (XXIV) by which it invited the World Health Organization to study the medical aspects of the habitual chewing of khat leaves

and to submit a report thereon to the Commission on Narcotic Drugs;

Being informed that the Commission on Narcotic Drugs, at its nineteenth session, studied this report; ⁷³

Noting that medical and social problems connected with the habitual and excessive chewing of khat leaves are confined at present to a limited number of countries in one geographical area;

1. *Thanks* the World Health Organization for its important contribution to the study of the medical aspects of khat leaf chewing;

2. *Draws the attention* of governments of countries concerned to the report of the World Health Organization for any action they may consider necessary.

⁷² See para. 149.

⁷³ E/CN.7/459/Add.1; WHO/APD/127/Rev.1.

C

**Survey of the economic and social requirements
of the opium-producing regions in Thailand** ⁷⁴

The Economic and Social Council,

Having been informed that the Government of Thailand intends to undertake, with the assistance of the United Nations and other international organizations, a survey of the economic and social needs of its opium-producing areas with a view to facilitating the abolition of poppy cultivation and addiction by measures of economic and social development offering the individuals affected alternative means of livelihood in industry, handicrafts and agriculture;

Considering that such measures of economic and social development in Thailand would be beneficial

⁷⁴ See para. 172.

not only to Thailand but also to many other countries which would profit from a resulting reduction of the illicit traffic in opiates;

1. *Invites* the Secretary-General of the United Nations, the Food and Agriculture Organization, the World Health Organization and, in particular, the Technical Co-operation authorities of the organizations of the United Nations family to give favourable consideration to a request of the Government of Thailand for assistance in such a survey;

2. *Draws the attention* of the Secretary-General to the fact that arrangements could be made for the conduct of a survey, if requested by the government concerned, to take the place of a contemplated project under normal re-programming procedures of the Expanded Programme, or by assignment to category II for implementation when possible.

ANNEXES

ANNEX I

TABLE SHOWING PRESENT MEMBERSHIP OF THE COMMISSION AND DATES OF EXPIRY OF TERMS OF OFFICE

	<i>Term of office expires on 31 December</i>		<i>Term of office expires on 31 December</i>		<i>Term of office expires on 31 December</i>
Brazil	1964	Iran	1965	Union of Soviet Socialist Republics	1966
Canada	1964	Japan	1966	United Arab Republic	1965
China	1966	Mexico	1965	United Kingdom of Great Britain and Northern Ireland	1966
Federal Republic of Germany	1965	Morocco	1965	United States of America ...	1964
France	1964	Peru	1964	Yugoslavia	1964
Ghana	1966	Republic of Korea	1965		
Hungary	1965	Switzerland	1964		
India	1966	Turkey	1966		

ANNEX II

FINANCIAL IMPLICATIONS OF RESOLUTION 2 (XIX) ADOPTED BY THE COMMISSION AT ITS NINETEENTH SESSION

Statement by the Secretary-General

Survey of the economic and social requirements of the opium-producing regions in Thailand^a

1. It is envisaged that a team of six experts would visit the opium-producing regions in Thailand for a period of some twelve weeks.

2. The team would comprise five staff members (three from the United Nations and one each from WHO and FAO), and one specially recruited technical assistance expert. The team would be assisted by and co-operate with Economic Commission for Asia and the Far East (ECAFE).

3. Assuming that the only additional salary expenditure involved would be the emoluments of the expert, the total cost of the survey is estimated at \$22,500 as follows:

	<i>Dollars</i>
Salaries and wages	4,500
Travel (including air travel within Thailand) .	9,000
Subsistence	8,000
Miscellaneous (including the reproduction of the report)	1,000
	22,500

4. It is assumed that the Government of Thailand would provide local assistance as required, including interpretation and local transportation facilities in the region.

^a See chapter XI, paras. 171-172.

ANNEX III

LIST OF DOCUMENTS RELEVANT TO THE REPORT OF THE COMMISSION

Chapter	Documents
I. Organizational and administrative matters	
Adoption of the agenda.....	Provisional agenda: E/CN.7/456 and Add.1 Provisional time-table: E/CN.7/L.271
Adoption of the Commission's report to the Council on its nineteenth session	E/CN.7/L.270 and Add.1-18
II. Implementation of the treaties and international control	
Report of the Division of Narcotic Drugs	Report of the Division of Narcotic Drugs: E/CN.7/457 and Corr.1 (E only) and Add.1
List of Drugs	List of drugs under international control: E/CN.7/457/Add.2
Signatures, ratifications, acceptances, accessions, and declarations concerning the multilateral treaties on narcotic drugs	Status of multilateral narcotic treaties: E/CN.7/457/Add.3 and Corr.1 (E and F only)
Manufacture of narcotic drugs	Note by the Secretary-General: E/NF.1963/1 and Corr.1 (E only)
National authorities empowered to issue certificates and authorizations for the import and export of narcotic drugs	Note by the Secretary-General: E/NA.1963/1/Add.2
Annual reports of governments	<i>Summary of annual reports of Governments for 1962</i> : E/NR.1962/Summary and Add.1. United Nations publication, part I (Sales No. 64.XI.2) and part II (Sales No. 64.XI.6)
National laws and regulations	<i>Cumulative Index 1947-1963</i> : E/NL.1963/Index. United Nations publication, Sales No. 64.XI.5
Report of the Permanent Central Opium Board ..	Summary tabulation of changes in national schedules of drugs: E/CN.7/458 <i>Report to the Economic and Social Council on the work of the Board in 1963</i> : E/OB/19 and Addendum. United Nations publications, Sales Nos. 63.XI.11 and 63.XI.11/Addendum
Statement of the Drug Supervisory Body	<i>Estimated World Requirements of Narcotic Drugs in 1964</i> : E/DSB/21 and Corr., United Nations publication, Sales No. 64.XI.1
Thirteenth Report of the Expert Committee on Addiction-producing Drugs of the World Health Organization	Work of the World Health Organization in the field of narcotic drugs: E/CN.7/459; <i>Wld Hlth Org. techn. Rep. Ser.</i> , 1964, 273
III. Illicit traffic	
Reports on the illicit traffic in 1963	Draft report on the illicit traffic in 1963: E/CN.7/460 Memorandum by the International Criminal Police Organization on the illicit traffic in 1963: E/CN.7/461 Chapters XI of annual reports for 1963: E/CN.7/R.14 and Add. 1-65 Summaries of reports on illicit transactions and seizures: E/NS.1963/Summaries 3-12 and E/NS.1964/Summaries 1-2 Statement by the United States delegation on illicit traffic: E/CN.7/L.272
IV. Abuse of Drugs (drug addiction)	Report of the Division of Narcotic Drugs: E/CN.7/457 and Add.1
V. Scientific research on opium and cannabis	Note by the Secretary-General: E/CN.7/457/Add.4
VI. The question of the coca leaf	Report of the Division of Narcotic Drugs: E/CN.7/457 and Add.1
VII. The question of cannabis	Report of the Division of Narcotic Drugs: E/CN.7/457 and Add.1
VIII. Other substances (barbiturates, tranquillizers, amphetamines, khat) — synthetic narcotic drugs	Report of the Division of Narcotic Drugs: E/CN.7/457 and Add.1
Effects of the abuse of narcotic drugs on accidents in general and on road accidents in particular .	Note by the Secretary-General: E/CN.7/L.269
Report on the medical aspects of the problem of khat	Work of the World Health Organization in the field of narcotic drugs: E/CN.7/459/Add.1; WHO/APD/127/Rev.1 Question of khat: Draft resolution by France, Japan, Morocco, United Arab Republic: E/CN.7/L.273/Rev.1

ANNEX III (continued)

Chapter	Documents
IX. The Single Convention on Narcotic Drugs, 1961 Preparations for the coming into force of the 1961 Convention	Note by the Secretary-General: E/CN.7/463 and Add.1 and 2 (Corr.1, E only and Corr.2, S only) Single Convention on Narcotic Drugs, 1961: United Nations publication (Sales No.: 62.XI.1) Final Act and resolutions of the United Nations Conference for the Adoption of a Single Convention on Narcotic Drugs: E/CONF.34/23 Draft Administrative Guide to the 1961 Convention: E/CN.7/438 Preparations for the coming into force of the 1961 Convention (i) Form and dates of information to be furnished to the Secretary-General; (ii) Form of Import Certificate: E/CN.7/449
X. United Nations Opium Protocol, 1953 Preparations for the implementation of the 1953 Protocol	Note by the Secretary-General: E/CN.7/465 and Add.1 Opium Protocol of 23 June 1953: E/NT/8
XI. Technical co-operation in narcotics control .	Report of the Secretary-General: E/CN.7/462 Report of the United Nations Seminar on narcotics problems in developing countries in Africa: ST/TAO/SER/C.67 Report of the preliminary joint survey team on the economic and social needs of opium-producing regions in the Union of Burma: TAO/BUR/39 (E only) Extracts from the Burma survey report: MNAR/16/64 (F only) Survey of the economic and social requirements of the opium-producing regions in Thailand: Draft resolution by Ghana, Mexico, USA: E/CN.7/L.274 Proposed survey of opium-producing regions in Thailand: Statement of financial implications by the Secretary-General: E/CN.7/L.275
XII. Programme and priorities; control and limitation of documentation	Note by the Secretary-General: E/CN.7/464

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