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COMMITTEE ON THE CHALLENGES OF MODERN SOCIETY

THE WORLD DRUG SITUATION - 1971 DEVELOPMENTS

Note by the United States Delegation

I. General

The drug abuse problem continues to increase in every part of the world. Since this subject was last considered by the Committee on the Challenges of Modern Society - at its Fall Plenary in 1970 - each member country has seen more of its citizens become dependent upon drugs, and more sickness and deaths resulting from abuse of drugs.

2. Modern society faces other challenges from drug abuse. Economic growth and prosperity stem from the productivity of individual workers; the ability to produce can be seriously impaired by drug addiction and drug dependence. Furthermore, resources that could be used to stop pollution, improve highway safety, increase disaster relief assistance, or rebuild our cities, must be used to combat crimes, treat drug abusers, and bury drug victims.

3. The problem of drug abuse is spreading. The first portion of this paper analyzes recent trends in cultivation of opium, production of synthetic substances and trafficking of illicit drugs. The remainder of the report discusses several of the hopeful developments that have occurred in the past year.

II. Recent Trends in Illicit Drug Activity

4. Since last year there have been only minor changes in the narcotics trafficking route originating in the Middle East, directed to the United States or to Western Europe. However, more of the product is moving laterally out of the pipeline which connects the Middle East with the United States via Western Europe, and is remaining in the countries of Western Europe themselves. The nations of this area are now seriously threatened by this product which is slowly but surely making an impact on their peoples. Recently reports revealed that the Scandinavian countries, the Federal Republic of Germany and other nations in Western Europe are experiencing an increased availability of morphine base and that their young addict

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population is abusing morphine base intravenously in the same fashion as American addicts abuse heroin. A vigorous effort by the Government of Turkey to collect the maximum amount of opium from the 1971 harvest resulted in about 150 tons being collected by the official agencies of that Government. Even so, a considerable quantity of opium produced in the Middle East is still finding its way into the illicit traffic.

5. With the end of opium production in Turkey in sight by 1972, a new source for the illicit traffic in opium will have to be tapped. Unfortunately the trafficker can turn to other areas of the world where illicit opium is produced. There are one thousand or more tons of opium illicitly produced in South-East Asia annually, and, over the last year, we have seen increasing production and distribution of morphine base and refined heroin from that area. Much of it is directed to the United States troops there as well as some to the North American Continent. Illicit opium production in Mexico is being progressively curtailed through vigorous programs of eradication by the Government of Mexico in close co-operation with, and assisted by, the United States.

6. These, then, are the three major routes as they affect North America and Western Europe. The first, originating in the Middle East, is directed in a westerly direction, with much of the supply going by sea through Italy, into France, where the morphine base is processed into heroin. From there heroin moves through Spain or directly to South America for trans-shipment to the US market, directly from France to the United States, or by way of Canada to the United States. The land route from the Middle East transits Bulgaria, Yugoslavia, Italy, and France, or by way of Austria into Southern Germany and then into France for processing.

7. The second route consists of opium grown and converted into morphine base and heroin in the so-called "Golden Triangle" where the borders of Burma, Thailand, and Laos meet. Traditionally, production in this area was aimed at the Asian market for opium. During the past two years, however, in search of more profitable markets, the traffickers have been converting more of the opium into heroin directed at US troops in South Vietnam. Some of this production is also reaching North America.

8. Addict population has increased since the last report in 1970. For example, we now estimate that there are approximately 300,000 heroin addicts in the United States. An estimate for the European Continent is difficult to make but we can conservatively consider perhaps as many as 100,000 persons addicted to opiates as well as to the psychotropics and cannabis products.

9. The successes of international police co-operation in the past year have resulted in severe harassment of the traffickers, and the interdiction of a number of routes of supply. In September and early October alone over 300 kilograms of heroin were seized within a 3-week period in France and in the United States.

III. Progress in Drug Control by Individual States

10. Primary responsibility for controlling abuse of narcotics and dangerous drugs lies with individual countries. The structure of the international control system is only as strong as the participating states make it. Moreover, any attempt to solve the epidemic of drug abuse must concentrate both on the supply of drugs, by suppressing illicit traffic, and on the demand for drugs, by curing the users. This places an equal burden on the countries that produce drugs, those whose territory is used by processing and trafficking centers, and those that are victimised by drugs. Thus, the emphasis which each nation places on regulating its legitimate drug industry, suppressing illicit traffic within its borders, and rehabilitating drug abusers among its citizens, will largely determine the success of international drug control.

11. Many nations have carried out their responsibilities with increased vigor during the past year. A catalog of the progress of every country toward internal control of drug abuse would include new and updated legislation, research in the area of education and prevention of abuse, developments in medical care of addicts, new techniques of law enforcement, and, most importantly, an increasing awareness of the seriousness of the problem. Without exploring all of these changes, it would be useful to note some of the most significant.

12. On 30th June, 1971, Prime Minister Nihat Erim of Turkey announced that opium poppies will not be planted in Turkey after the 1972 crop is harvested. During the past decade, opium production has been gradually reduced from 42 provinces to 4 provinces; new crops were substituted in places where opium was banned. During the same period the Government of Turkey improved and upgraded its drug control apparatus and narcotic law enforcement. The United States has pledged financial assistance to Turkey's program to bring about a better life for the Turkish farmer while protecting everyone from the ravages of narcotics. This step by Turkey might provide an example which soon could be followed by other nations.

13. The agreement between France and the United States signed on 26th February, 1971, is an example of recent steps to establish and improve close co-operation and co-ordination between drug law enforcement agencies in various countries. This agreement covers arrangements for French agents to operate

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in the United States and United States agents in France. Technological and training assistance is also being exchanged between the two countries and is being provided to others. The French Government has also increased the number of its narcotics agents fourfold and added to the number of its local offices. Recent substantial drug seizures in France and the United States further exemplify this co-operation. Another case of such bilateral co-operation between national narcotics control agencies is the assistance which the Federal Republic of Germany has been providing the national police of Afghanistan in training personnel and developing more effective law enforcement techniques. As a result of another co-operative arrangement, the Government of Mexico, with \$1 million of equipment and assistance from the United States, has expanded its operations to detect and destroy illicit production of narcotic drugs. A significant step in South-East Asia was the United States-Thai Memorandum of Understanding signed on 28th September, 1971, by which the two countries pledged mutual action against production of and trafficking in narcotics and dangerous drugs.

14. Progress has also been made in the areas of prevention and rehabilitation. Within the United States, the President established, on 17th June, 1971, a central authority with overall responsibility for all major Federal drug abuse prevention, education, treatment, rehabilitation, training, and research programs. The President placed a new priority on rehabilitation of drug-addicted individuals, and proposed spending an additional \$105 million for this purpose. The United States is also increasing by 40% its funds for education and training in the field of dangerous drugs. These steps reflect the American determination to deal with all aspects of its drug crisis.

15. Individual nations cannot solve the problem of drug abuse if they work alone. The world community must take unified actions if the epidemic is to be stayed. To this end, three multinational programs have begun in the last year:

- (1) strengthening the international controls over narcotics under the Single Convention on Narcotic Drugs, 1961;
- (2) creating international controls over non-narcotic dangerous drugs by means of the Convention on Psychotropic Substances; and
- (3) expanding the funding of international drug control efforts by establishing a special United Nations Fund for Drug Abuse Control.

Many of these actions were taken following the initial discussion by the ad hoc CCMS meeting on narcotics held in the early summer of 1970. This meeting, as well as the regular CCMS plenary meeting in the fall of 1970, helped focus Allied attention on the dangers of illicit drug traffic and the need for effective national and international action.

IV. Single Convention on Narcotic Drugs, 1953

16. The international community has long recognized that no legitimate interests of any state are served by illegal narcotics activity. The first general multilateral Convention relating to the Suppression of the Abuse of Opium and Other Drugs was signed at The Hague in 1912. The Single Convention of Narcotic Drugs, 1953, codified earlier conventions and significantly advanced the principle that the production, manufacture, export, import, distribution of, trade in, use and possession of narcotic drugs should be strictly limited to medical and scientific purposes. It provided for continuous international co-operation on narcotic drug control. In the decade since the Single Convention was drafted, we have gained a better perspective of its strengths and weaknesses and of the magnitude of the narcotics problem. The United States has recently proposed amendments to improve the Single Convention in light of this experience.

17. The Single Convention provides essentially voluntary restraints on Parties with respect to cultivation of the opium poppy, production of opium, manufacture of opium-derived drugs, and import and export of these substances. The United States proposals are designed to build wherever possible on the existing foundation and to provide the international community with new authority to control production and illegal traffic of narcotic drugs. In particular, the proposals would expand the authority of the International Narcotics Control Board. This Board, composed of eleven technical experts serving in their individual capacities, has demonstrated its ability to act impartially in seeking, within its present powers, to restrict narcotics activity to medical and scientific requirements. The United States believes that the functions and powers of the Board can be usefully strengthened in five key areas:

1. Access to information

At present the Board can only require states to provide information relating to consumption of drugs, stocking of drugs, utilization of drugs for the manufacture of other drugs, and import and export of drugs. The first proposal recommends amending articles 14, 19, and 20 to give the Board important additional authority to inquire about the cultivation of the opium poppy and the production of opium in a state party to the Single Convention. These are the areas where the threat of illicit diversion is the greatest. The amendment will allow the collection of information about the raw material of narcotics from which legitimate drugs and illegal heroin are both derived.

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2. Opportunity to make use of all available information

The Board may now base its actions only on information officially submitted by a Government under an article of the Single Convention or communicated to it by United Nations organs. A proposed amendment to article 14 of the Convention would permit the Board to act on the basis of all information that may become available to it by any means, not only the information officially submitted but also other information which it may obtain through public or private sources. This will be particularly useful because the official information released by governments often does not and cannot provide data that is relevant to illicit diversion.

3. Local inquiry

The rapid spread of addiction to hard narcotics has demonstrated the need to give the Board authority, in certain instances, to designate, with the agreement of the state concerned, an individual or a team to make on-the-spot inquiry of drug-related activities. Another proposal would give the Board this authority by amending article 14.

4. Power to modify estimates

The Single Convention, as noted above, requires parties to furnish the Board estimates on consumption of drugs, stocking of drugs, and use of drugs to manufacture other drugs. These estimates are in turn linked to limitations on the manufacture and importation of narcotic drugs. The Board now may only question these estimates; it may not change them. It is proposed that, in addition to requiring estimates on cultivation of the opium poppy and production of opium, the Board be given new authority to modify estimates submitted by states. This will permit the Board to control narcotics activity that is a real or potential source of illicit diversion and to conform that activity to world medical and scientific requirements as determined by experts. This change would be achieved by amending articles 12, 19, and 24, and inserting a new article 21 bis entitled "Limitation of Production of Opium".

5. Mandatory embargo

The Board may now only recommend certain steps to states' parties, including that they cease export and/or import of drugs to or from a particular country, when the Board believes the aims of the

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Single Convention are being seriously endangered by reason of the failure of the country concerned to carry out the provisions of the Convention. The fifth recommended change would amend article 14 to give the Board the power to make such an embargo mandatory upon all parties in the above circumstances or when it determines that, regardless of intent or negligence, there is a danger that any country or territory is becoming a center of illicit traffic. As at present, the country concerned would continue to have the right to appeal to the Economic and Social Council of the United Nations as the political body primarily responsible for supervision of the Single Convention.

18. If these amendments are adopted, the international community will be able for the first time to require, as a matter of legal right, full information on the cultivation of the opium poppy and the production of opium, to order reductions in cultivation or production where there is a significant danger of illicit diversion or where world needs are already being met, and to order world-wide remedial measures to be taken.

19. Additionally, the United States has proposed strengthening the extradition provisions contained in the Single Convention by amending article 36 along the same lines as the new Convention for Suppression of Unlawful Seizure of Aircraft, recently adopted at The Hague. Narcotics offenses already enumerated in the Single Convention would thus immediately become extraditable offenses.

20. These proposed amendments were submitted to the United Nations on 22nd March, 1971. On 17th June, 1971, the President of the United States urged strong multilateral support for the amendments. President Nixon also dispatched several ambassadorial teams which consulted with over 70 countries during this past summer and emphasized the seriousness which his country places on this program.

21. The United Nations Commission on Narcotic Drugs studied and discussed the amendments during its meeting in Geneva from 27th September to 22nd October. A Plenipotentiary Conference of all Parties to the Convention has been scheduled for March 1972, to consider amendments proposed by the United States and by any other party. It is hoped that a widely acceptable package of amendments can be concluded which will greatly contribute to strengthening the international narcotic control system.

V. Convention on Psychotropic Substances

22. In Vienna, Austria, on 21st February, 1971, the Conference of Plenipotentiaries for the adoption of a protocol on psychotropic substances, under the auspices of the United Nations, adopted a final act entitled "Convention on Psychotropic Substances".

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23. This Conference, to which 71 states sent representatives and 4 other nations sent observers, produced the first international agreement relating to stimulant, depressant and hallucinogenic substances. Under the Psychotropic Convention the world community will unify and co-ordinate the machinery of the various member nations to curb the production, distribution, and abuse of non-narcotic drugs.

24. The Convention establishes four schedules of substances and assigned various controls to each of these schedules. The composition of the schedules is open-ended; therefore, substances may be added to schedules or moved from the schedules in order to subject them to greater or lesser controls.

25. Schedule I, which is the schedule subject to the greatest control, contains substances used only for scientific and very limited medical purposes. This schedule currently includes hallucinogenic substances such as LSD, DMT, STP, psilocybine, mescaline, and the isomers of tetrahydrocannabinols. The controls over Schedule I substances include detailed record-keeping and report requirements by handlers of the substances; special registration with the member nation to possess and import or export Schedule I substances; import and export authorizations in advance of shipping the substances; and a requirement that the party establish a general licensing system for manufacturers, importers, exporters and handlers of these substances.

26. Schedule II substances, comprising stimulant drugs such as amphetamine, methamphetamine, methylphenidate and phenmetrazine, are permitted broader use. Schedule II substances are still subject to advance import and export authorizations, a requirement for general licensing by the member country of manufacturers, importers, exporters, and handlers of these substances, and record-keeping requirements for handlers of the substances.

27. Schedule III consists of depressant drugs, such as fast-acting barbiturates like Secobarbital and Pentobarbital. These substances are subjected to moderate controls. An export declaration replaces the import and export authorizations, although records must be maintained by all handlers of these substances concerning the details of the quantity, date, supplier and recipient of these substances. These records must be readily available to national regulatory or enforcement agencies.

28. Schedule IV substances are subject to the least control. Substances in Schedule IV include long-acting sedative-hypnotics such as phenobarbital and tranquilizers such as meprobamate (Miltown). As to these substances, no import or export documents will be required unless the importing country has placed a ban on importation of the substances in question.

29. New substances or previously scheduled substances may be added to the schedules, rescheduled in a different schedule or deleted from control under the Convention. A party to the Convention of the World Health Organisation may notify the Secretary-General of the United Nations of the information supporting the action. The Secretary-General will then distribute this notification to the parties, to the Commission on Narcotic Drugs, and if necessary to the World Health Organization. A two-thirds vote in the Commission on Narcotic Drugs is required before the rescheduling may be effected and the decision takes effect 180 days after the Secretary-General communicates the decision to the parties. A party-country may take exception to the scheduling of a substance by the Commission, but the country must impose certain minimum control devices (principally, regarding import and export restrictions) within 180 days after such scheduling, even if it does not approve of the full controls required by the treaty.

30. The requirements of the Convention are enforced by the International Narcotic Control Board. The Board is authorized to ask for explanations concerning any apparent violations and it may suggest remedial action to a party. All such communications are held in confidence. If the Board feels, however, that the offending nation has failed to give a satisfactory explanation of an apparent violation, or if suggested remedial action is not implemented, it may call the attention of the parties, the Council and the Commission to the matter, and the Board may also recommend an embargo as to particular psychotropic substances for a stated period, or until the Board is satisfied that steps toward compliance with the Convention have been taken.

31. The Convention on Psychotropic Substances offers the first concerted and realistic effort to halt, on an international level, a trend toward the expanded use of psychotropic substances. The Convention will become effective when it has been ratified by 40 nations.

VI. United Nations Fund for Drug Abuse Control

32. On 1st April, 1971, Secretary-General U Thant announced the creation of a special United Nations Fund for Drug Abuse Control. Among the programs which will be financed by this Fund are:

- expansion of research and information facilities of United Nations drug-control bodies;
- technical assistance in pilot projects for crop substitution purposes;
- establishment and improvement of national drug-control administration and machinery;

- training and personnel;
- creation and expansion of research and training centers to serve national or regional needs;
- enlargement of capabilities and extension of operations of United Nations drug-control bodies;
- promotion of facilities for treatment, rehabilitation, and social reintegration of drug addicts; and
- development of educational material and programs suitable for use on high-risk populations.

33. In addition, the Fund will promote co-operation of countries in suppressing illicit drug traffic and undertake common efforts on the international level to deal with this problem.

34. The Secretary-General established the Fund with the expectation that at least \$5 million would be donated each year by governments, non-government organizations, and private sources. Annual contributions would hopefully increase to \$20 million once the Fund becomes firmly established.

35. Contributions in money or services have already been made or promised by a number of concerned nations and organizations.

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