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COMMITTEE ON THE CHALLENGES OF MODERN SOCIETY

THE WORLD DRUG SITUATION

Report by the United States

The World Opium Situation - International Control Efforts

I. INTRODUCTION

The tragedy of drug abuse - particularly heroin abuse - is now universally recognized. A problem of critical significance to the United States, heroin addiction and other forms of drug abuse are also spreading in Europe and other parts of the world. The solution can be realized only through the collective efforts on both supply and demand by all countries with a present or potential involvement in production, refining, trafficking, or consumption.

2. For the COMS Fall Plenary last November, the United States submitted a report and presented a statement on drug abuse controls which focused on the initiative and co-operative efforts of individual countries and on the major multilateral programs to combat the growing menace of drug abuse. The purpose of the present paper is two-fold: to provide a summary updating of the World Opium Report presented by the United States at the Fall Plenary in 1970 and to outline the principal international measures including steps taken by the United States Government to curtail both the supply and demand for heroin and other illicit drugs.

II. OVERVIEW OF THE WORLD OPIUM SITUATION

3. A complete updating of the World Opium Report is currently underway and only a preliminary overview of the situation can be given at this time. As increasing amounts of information on world-wide supplies of opium and on the opiate narcotics traffic continue to be received, these increased information flows reflect the concerted effort by the US Government and others in the international community to exploit the accumulated knowledge of specialists in narcotics enforcement as well as the development of new sources of information.

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Nevertheless, while our knowledge of the dimensions of the problem has improved, the difficulties involved in attempting to measure precisely production and movement of illicit opium and its derivatives throughout the world have become more apparent. Thus most of the data dealing with production, consumption, flows, and prices of opiates in this summary should be viewed as minimum estimates which probably understate the actual quantities involved. This appraisal first reviews the overall opium supply situation and then discusses some of the recent changes which are affecting the international market for heroin.

4. The bulk of opium poppy (papaver somniferum) cultivation remains concentrated in zones of production in the Middle East, India, and mainland Southeast Asia. It is also clear, however, that there are few climatic or topographical limitations on its cultivation. For example, papaver somniferum was widely grown as an ornamental plant and for its seeds in the United States until forbidden by the Opium Poppy Control Act of 1942. There are indications that illicit poppy cultivation is being extended to additional areas in Latin America. The opium poppy has also been grown in Australia (in Tasmania). The fact that the opium poppy can be cultivated in many regions of the world has serious implications as regards programs aimed at its elimination and complicates the task of estimating the amount of opium produced in the world.

5. Total production of licit and illicit opium probably approached the 3,000 metric ton level in 1971. This estimate is higher than that given in the 1970 World Opium Report because of (a) the inclusion of Iranian production which was not covered in that publication and (b) increased production largely in India. Licit opium production, for which more reliable data is available, probably was on the order of 1,400 tons in 1971. India remains the world's largest producer of licit opium, accounting for 900 tons of the total, followed by Turkey (150), Iran (115), the Soviet Union (115), and the People's Republic of China (100). The remaining production represents such smaller amounts of licit opium produced by such countries as Pakistan, Yugoslavia, and Bulgaria.

6. Despite increased production of licit opium in 1971 and probable further increases in supply in 1972, prices for licit opium have continued to rise. India and Turkey, the two main suppliers of licit opium, plan 33% and 45% increases respectively in export prices of opium from the 1972 crop. Most licit opium is sold for conversion into codeine and world-wide demand for opium seems unlikely to slack off until a suitable synthetic substitute for codeine becomes generally acceptable. Although Indian opium is generally lower in quality than Turkish, Indian price increases reflect the near-monopoly position held

by that country in the licit opium market. Further, the international effort to eliminate opium poppy production not under effective control has created uncertainty and apprehension among legitimate buyers of opium as to sources of future supply, which tends to reinforce the trend toward higher prices.

7. The adaptability of the opium poppy to illicit cultivation in many areas of the world, the lack of political control by some countries of the areas where illicit cultivation is known to be underway, and, lastly the clandestine nature of the opium traffic suggest that estimates of total illicit opium production will err on the low side.

8. Preliminary estimates indicate that perhaps 1,200 tons of illicit opium were produced in 1971. Approximately 700 tons of the total was produced in the hill regions of Burma, Thailand and Laos. Perhaps another 300 tons were produced illicitly in India, Pakistan, and Afghanistan. Illicit diversion by some Turkish farmers from legal production, which is the source of the bulk of the heroin found in Europe and the United States, probably ranged between 35 and 60 tons. Lesser amounts of illicit opium were produced in Mexico and Yugoslavia. In addition to production in these areas, an unknown amount of opium is being produced in Latin America. Persistent reports of expanded poppy cultivation in the highlands of that continent suggest that the quantity could be sizable.

9. The bulk of the illicit opium produced in the world is consumed by addicts and users within or close to the areas of production. Perhaps as much as 600 tons of the 700 tons produced in the Burma, Thailand, Laos area are consumed within those countries in the form of opium and in such cities as Hong Kong and Singapore in the form of opium or smoking heroin (No. 3 heroin). Most of the illicit production in Afghanistan and Pakistan is consumed within those countries and in Iran and almost all illicit Indian production appears to be consumed by Indian addicts and users. On the other hand, virtually all illicit Turkish and Mexican opium moves into the international narcotics traffic in the form of morphine base (the intermediate product of opium from which heroin is made) or as white or off-white heroin (No. 4 heroin).

10. At present there are no means of estimating with confidence how much of the illicit production of opium is available for, or actually is converted into, heroin for the international market. A crude estimate based on extremely weak data on production and consumption is that 200 to 300 tons of the 1,200 tons produced in 1971 was hypothetically available for the international heroin market in that year. Present information suggests that little of the opium available in Southeast Asia was converted to heroin after mid-year 1971. However, it is estimated that most of the opium entering the illicit market from Turkey and Mexico was converted into heroin during the year.

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11. While the United States remains the main consuming market for these supplies of heroin, addiction and use of the drug are on the increase in Western Europe. Ongoing efforts of the US Government and other states to interdict and eliminate the international traffic in heroin are, however, beginning to have an impact on the problem.

12. Over the past year there have been several major developments which have limited or show promise of limiting the supply of illicit heroin. Enforcement efforts by the US and other governments have led to mounting seizures of morphine base and heroin both in the United States and Canada as well as in Western Europe. The tabulation below shows recent seizures of morphine and heroin base in the US, Canada, France, the Federal Republic of Germany, Italy, and Turkey in terms of their opium equivalents. Seizures of opium and its derivatives in Southeast Asia, which are also on the increase, are not reflected in the tabulation because heroin from that area is not presently a major component of the problem affecting the United States and Europe.

Seizures of Heroin and Morphine in Opium Equivalents

<u>Year</u>	<u>Metric Tons of Opium</u>
1969	6.5
1970	7.4
1971	17.0
1972 (January-mid-March)	9.0

The increasing trend of heroin and morphine base seizures is, in large measure, a reflection of the increased international co-operation which marks the heroin suppression effort. Enforcement measures so far in 1972 have been highlighted by the seizure by French Authorities of two heroin laboratories with more than 100 kilograms of heroin and a 425 kilogram heroin seizure off the Mediterranean coast of France. A continuation of these trends is likely to heighten the risks involved in trafficking and cut into the presently large margins of profit involved in the trade.

13. A second major development which affected the world-wide heroin market was the abrupt reduction in production of No. 4 heroin in the Burma, Thailand, Laos region in 1971. During 1970 and the first half of 1971, production of No. 4 heroin at refining centers in the area burgeoned to meet the sharp increase in demand for heroin by US Forces in South Viet-Nam. Beginning in mid-1971, the market for opium and all of its derivatives underwent a severe recession and the production of heroin was drastically cut back. This recession

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was primarily the result of the continuing withdrawal of US Forces from South Viet-Nam and the adoption in June 1971 of measures designed to inhibit the use of heroin by US Forces remaining in South Viet-Nam. Narcotics suppression policies by the governments of Burma, Thailand, and Laos, adopted during the same period, also played a rôle in the disruption of this market. Southeast Asia remains a major alternative source of supply of opium and its derivatives to which traffickers may turn when Turkish supplies are eliminated. The significance of these recent developments in Southeast Asia lies in the demonstration both of the US Government's determination to attack the problem and the willingness of governments in the area to lay the groundwork for increased co-operation in attacking the narcotics problem.

14. A third major development which will affect the international heroin market is the welcome decision of the Turkish government to eliminate opium poppy cultivation with the 1971-72 crop. This development almost certainly will create a major disruption in the prevailing patterns of movement of opium and its derivatives through Europe and into the United States. At the minimum, the reorientation of the traffic caused by the Turkish decision is likely to make traffickers more vulnerable to enforcement efforts and to decrease significantly the large profit margins which now mark the international trade in narcotics.

15. All of these measures are having or will have limiting effects on the supply side of the heroin problem. Despite the successes, however, the threat of illicit drug traffic remains a deadly serious one. Even after the opium poppy ban takes effect in Turkey following the collection of the 1971-72 crop, we do not expect a dramatic cessation in the flow of morphine base into Western Europe. Even as this source is depleted, moreover, illegally grown and diverted legal opium from Afghanistan, Pakistan and India offer alternative sources of raw material. Traffickers operating in these countries should have little difficulty in developing the capability of converting opium into morphine base locally and moving the morphine base to existing heroin laboratories clandestinely. Finally, the greatly expanded illicit heroin production of Southeast Asia now finds a most lucrative market dwindling as US Forces are withdrawn.

The nations of North America and Western Europe must recognize that they are potential markets for illicit supplies from the Golden Triangle area of Southeast Asia.

III. THE UNITED STATES DRUG CONTROL EFFORT

16. The United States Government has made drug abuse control a top priority objective on both the domestic and international fronts. While seeking controls on the full range of illicit substances, the principal target in the US drug program is the

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elimination of illicit production and trafficking of opium and the opiates. The United States does not grow opium or process heroin, but has the largest heroin addict population in the world; at the end of 1971 the number of heroin addicts in the United States was an estimated half million.

17. Referring to drug abuse as America's "public enemy number one," President Nixon made the following statement on 28th January, 1972:

"It is an all-pervasive and yet an elusive enemy. I am convinced that the only effective way to fight this menace is by attacking it on many fronts - through a balanced, comprehensive strategy.

For the past three years, this administration has been working to carry out such a strategy. We have moved to eliminate dangerous drugs at their source, to cut their international flow, to stop them from entering our country, and to intercept them after they do. We have been educating our people to understand the drug problem more completely. We have expanded significantly our efforts to prevent drug addiction and to treat and rehabilitate those who have become drug dependent."

18. Federal expenditures on anti-drug programs of all types have increased as follows: \$68 million in 1969, \$105 million in 1970, and \$166 million in 1971. The allocation of funds rose to \$475 million for fiscal year 1972, and expenditures of \$594 million are being programmed for the coming fiscal year which begins on 1st July. The indicated allocations are as follows:

<u>Purpose</u>	<u>Millions of dollars</u>
Treatment and rehabilitation	230
Research, education, training and prevention	135
Law enforcement	<u>229</u>
Total	594

19. On the law enforcement side, the Comprehensive Drug Abuse Prevention and Control Act of 1970 - a Federal law - went into effect on 1st May, 1971, and is serving as a basis for the attack on illicit drugs by the Federal Government. Thus far, 26 states have passed laws and 15 states have under consideration drug control laws which parallel the Federal legislation. The number of authorised new positions in the two principal Federal

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enforcement agencies - the Bureau of Narcotics and Dangerous Drugs and the Bureau of Customs - have increased by more than 2,000 within the past year. Seizures in the United States have increased significantly for all forms of illicit drugs. For heroin alone, 1,541 pounds were seized last year, compared with 488 pounds in 1970 and 360 pounds in 1969.

20. To further intensify the campaign against domestic supplies, on 28th January, 1972, President Nixon established the Office of Drug Abuse Law Enforcement in the US Department of Justice. The new office will employ a wide range of government resources in a concentrated assault on the street level heroin pusher. Working through nine regional offices, the new program will use special grand juries to gather information concerning drug traffickers for use by Federal, state, and local law enforcement agencies. The first regional office opened in New York City on 20th March, 1972.

21. The demand side of the problem is charged to the Special Action Office for Drug Abuse Prevention, established under Executive Order by the President on 17th June, 1971, and signed into law following Congressional approval on 22nd March of this year. The Special Action Office has full responsibility for co-ordinating the activities of nine Federal agencies in drug abuse prevention, education, treatment, rehabilitation and research programs. Since its creation nine months ago, the Office has spurred new research, gathered valuable information, planned for a new national drug training and education center, and helped in setting up a major program to identify and treat drug abuse among US military personnel.

22. Drug dependence in the US Armed Forces and among veterans is being reduced considerably by expanded drug treatment and rehabilitation programs in the Department of Defense and in the Veterans Administration. Drug identification and detoxification programs, which began in Viet-Nam, have been expanded to include all military personnel in the United States who are being discharged, sent abroad, or are returning from overseas duty. During 1972 the Veterans Administration will be prepared to offer treatment and rehabilitative service to as many as 20,000 addicts. It will expand its drug dependence units by 12, making a total of 44 such units.

23. In the area of education, tens of thousands of teachers, students, and community leaders have been trained under a national drug education training program, and during the past year, some 25 million pieces of drug education literature have been distributed by the Federal Government. A number of conferences on drug abuse have been sponsored by the President to educate various professions on the full scope of the US drug abuse problems and to solicit their co-operation.

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24. In November, 1971, the National Association of State Drug Abuse Program Co-ordinators, formed by administrators of thirty-five state-level programs, met in Washington to discuss the co-ordination of state and federal drug control programs.

25. While US collective anti-drug abuse efforts have been moving ahead at home, it has at the same time worked for world-wide co-operation. The US Government, acting through the Department of State as the primary US agency for co-ordinating international narcotics controls, has upgraded the drug problem to a high-priority foreign policy issue. Drug Control Officers have been designated at most US missions abroad to co-ordinate US diplomatic efforts in foreign countries, and collaboration has been strengthened among the appropriate Federal agencies in Washington.

26. In September 1971 the co-ordination in dealing with the foreign supply and international trafficking in drugs and narcotics was formalized when President Nixon established the Cabinet Committee on International Narcotics Control, designating Secretary of State Rogers as Chairman. Also serving on the Committee are the heads of the Department of Justice, the Department of Defense, the Department of the Treasury, the Department of Agriculture, the US Representative to the United Nations, and the Central Intelligence Agency. One of the major projects undertaken at the direction of the Committee was the preparation of narcotics control action plans to serve as the basis for opening discussions on bilateral co-operation with the governments of more than 50 countries. US officials have already begun talks in 20 countries.

IV. INTERNATIONAL EFFORTS FOR NARCOTICS CONTROL

27. Internationally, there have been significant developments. The NATO Allies have launched a collaborative effort in the field of drug rehabilitation, under United States leadership; as part of the advanced health care pilot project of the Committee on the Challenges of Modern Society. Following the August 1971 initiative of French President Pompidou, representatives of the European Community nations, plus the United Kingdom, have held several meetings to consider increased co-operation among their governments to deal with various aspects of the drug problem.

28. In the field of UN activity, the UN Fund made good progress. A UN Conference held in March 1972 to consider amendments to the Single Convention on Narcotic Drugs, 1961, in which many members of this organization played leading rôles, approved an Amending Protocol. A UN Conference approved in February 1971 a Convention on Psychotropic Substances which is now at various stages of the ratification process in more than 20 countries.

UN Fund and Plan for Drug Abuse Control

29. In 1971 the US contributed \$2 million to the UN Fund for Drug Abuse Control, and expects to contribute a similar amount in 1972. Other NATO countries have pledged or contributed substantial amounts to the Fund - the level of which is now just over \$3 million. Programs financed from the UN Fund such as the one now underway in Thailand can assist countries in their law enforcement efforts, in developing economic alternatives to poppy cultivation, in treating and rehabilitating their own victims of drug abuse and in educating their population to the dangers of drug abuse.

The Single Convention on Narcotic Drugs, 1953

30. A very welcome achievement is the recent action by the UN Conference which adopted an Amending Protocol to strengthen the Single Convention, the basic multilateral treaty governing international control of narcotic drugs. The Conference vote was 71 in favor, none against, with 12 abstentions. The Amending Protocol is open to signature by countries which have either signed or become parties to the Single Convention. The Protocol will enter into force for adhering countries, when 40 have accepted it. Thirty countries including Denmark, FRG, France, Italy, Norway, the UK and the US, co-sponsored the package of amendments which the Conference considered and adopted without basic changes. The President of the United States will submit the Amending Protocol to the Senate for its advice and consent to ratification in the near future.

31. Implementation of the amendments will empower the International Narcotics Control Board to exercise new authority to curb illicit cultivation, production, manufacture, trafficking, and consumption of opium, heroin, and other narcotics. Now, there will be important new steps to limit opium production to legitimate medical and scientific requirements, beginning with cultivation of the opium poppy.

32. The International Narcotics Control Board will for the first time have authority to require reduction of legal opium poppy cultivation and opium production in countries shown to be sources of illicit traffic. It will also have access to better and fuller information, including on-the-spot examinations, and will be able to publicize control violations or non-co-operation at the highest levels of the United Nations. There will be significantly greater ability to extradite and thus prosecute narcotics traffickers who take refuge in other nations.

33. For the first time under a narcotics control treaty, the control organ will have authority to recommend technical and financial assistance to help co-operating governments carry out their treaty obligations. Also for the first time in international narcotics control, the parties will undertake an obligation to drug abuse prevention and education and the treatment, rehabilitation and social re-integration of drug abusers, as well as to more effective law enforcement.

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The Convention on Psychotropic Substances

34. In Vienna on 21st February, 1971 the US joined 22 other nations in signing a Convention on Psychotropic Substances designed to bring under international control those dangerous drugs which include the amphetamines, barbiturates, hallucinogens like LSD, and tranquillizers. The Convention requires licensing of the manufacture and trade in psychotropic substances, medical prescriptions for their sale, keeping of records by manufacturers and distributors, periodic inspections and reporting. Both import and export authorizations will be required for the most dangerous substances. It calls for co-ordinated action against illicit traffic, punishment of violators and extradition of offenders, the treatment, rehabilitation and social integration of addicts, and measures of prevention and education. The INCB will have reporting and supervisory functions and the CND will have decision making, reviewing and recommending authority. On 29th June, 1971 President Nixon submitted the treaty to the Senate for its advice and consent to ratification. The Senate Foreign Relations Committee held hearings on the Convention on 4th February, and implementing legislation is now before the Congress. The Convention will come into force three months after 40 nations have ratified or acceded to it.

The Ad Hoc Committee on Illicit Traffic in the Near and Middle East

35. At its 1971 session the UN Commission on Narcotic Drugs (CND) established this Ad Hoc Committee. Iran, Pakistan and Turkey are members of the Committee and have agreed to work with UN support to promote more effective co-operation and increase mutual assistance in efforts to eliminate illicit drug production and traffic in the region. Afghanistan which is not a member of the CND has agreed to participate and a country outside the area is being sought to work with the regional members. The Committee has held organization and planning meetings in Geneva and proposed to hold an operational meeting in the Middle East within a month or two.

ECOSOC

36. The next international forum at which United Nations involvement in the narcotics field will be considered is the 52nd Session of the Economic and Social Council to be held in New York from 15th May to 2nd June. The twenty-seven member nations of ECOSOC will take this opportunity to review the latest reports of the International Narcotics Control Board and the Commission on Narcotic Drugs. They will also hear reports of the Secretary General on concerted UN action in the drug abuse field and the first year of activity of the UN Fund and on the results of the Conference to Amend the Single Convention on Narcotic Drugs. As a result of a resolution introduced at the last General Assembly by Iceland, the SYG will submit a report on how the UN can increase its effectiveness in the fight against drug abuse with special reference to the problems of youth.

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