

**DRUG ENFORCEMENT ADMINISTRATION
LECTURE SERIES
TERRY WOODWORTH**

UNIDENTIFIED MALE SPEAKER

00:00:45:01 MS: Ladies and gentlemen, good morning. Thank you. On behalf of all of us on the museum staff, welcome. This is our third and final in the spring lecture series for the museum. We've been focusing this spring on the theme of diversion, this in advance of a new exhibit that's going to open here at the museum the week of November 5th called "Good Medicine/Bad Behavior Drug Diversion in America".

00:01:08:03 And today we're gonna take a decidedly global look at the issue. DEA does not operate in a vacuum, either on diversion or on operations issues and so today we'll look at the international role the DEA plays in helping to effect drug control around the world. Just a couple of quick notes before I introduce our speaker.

00:01:29:26 If you wouldn't mind turning cell phones and pagers and Crackberries (ph.) to vibrate, that would be wonderful. And if you have any suggestions for future series, Katie Drew is here, our educator who puts together the series, and please feel free to share with her your suggestions.

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00:01:47:14 We will more than likely continue in the fall on this diversion theme. We're gonna actually do a national symposium on the diversion issue in cooperation with the Office of Diversion Control, and then look to some additional themes for next spring. Today you're gonna hear from Terrence Woodworth.

00:02:06:20 Terry is currently a partner with the consulting company, the Drug and Chemical Advisory Group, LLC. They provide consulting services to the pharmaceutical and chemical industries. A little bit of background on Terry. He is a veteran of the United States Army, including service in the 101st Airborne Division in Vietnam.

00:02:26:10 Following his military service, Terry joined the Bureau of Narcotics and Dangerous Drugs, BNDD, in 1972. He was a Diversion Investigator in Texas and Oklahoma and he was then promoted to Diversion Group Supervisor in both Kansas City and Louisville, Kentucky.

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00:02:46:09 He opened the DEA Diversion Office in Bonn, Germany, in 1978 and was later assigned to the International Crime Police Organization, otherwise known as Interpol, in France for three years. He has served in several positions at DEA Headquarters and he is still healing from the black and blue and bloody time.

00:03:05:14 He has been in DEA's Office of Inspections, he has been the Special Assistant to the Chief of Operations, the Special Assistant to DEA's Deputy Administrator, a Deciding Official for all of DEA's disciplinarian actions, the Chief of the Drug Operations Section, and during his last eight and a half years prior to retirement he was on the Senior Executive Service as the Deputy Director for the Office of Diversion and Control. Ladies and gentlemen, Terry Woodworth.
[APPLAUSE]

TERRY WOODWORTH

00:03:41:07 MS: Thank you very much, Sean (ph.). I don't know who that guy is. We can do this very informal, so please ask me questions as I go along. I, as many of you know, am a walker, but I've been told to stay

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behind the podium, so... It's great to see everybody.
You look pretty good! [LAUGHTER]

00:04:05:26 Amazing in this place. Congratulations. Hey,
(Unint.). All right. So, really, the opium poppy, I-
in my opinion, is where everything kind of connects.
Whether you're law enforcement or regulatory, whether
you're a physician, whether you're somebody looking
for the euphoric effects, whether you're a trafficker
or whether you're seeking medical relief, certainly if
you're in the pharmaceutical industry or a physician
or a pharmacist, everything kind of goes back to the
poppy.

00:04:43:21 And it's because of the opium poppy, really, that
there's national drug laws countries around the world
as well as international controls. The international
controls started with the opium poppy and all. We'll
go into that in a bit. The formal classification of
it is the *papaver (ph.) omniferum (ph.)*.

00:05:01:03 And here's why everybody's so interested in it,
because of the key alkaloids. It has 25 to 30
alkaloids in the poppy, and you can see the... I don't

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know if you can see the small picture here is the inside of the poppy, and that's where the seeds are. In a lot of countries the seeds and oil is just as important, or if not more important, than the poppy itself and the alkaloids.

00:05:31:27 We mentioned starting in the 1800s. I thought maybe I'd really quickly go back to the beginning. Apparently, back 3000 B.C., 3400 B.C., the poppy was cultivated in Mesopotamia. The Samaritans, the Syrians and Babylonians were—they called it "joy juice". 1300 B.C. the Egyptians in the capital of Egypt at the time, Thebes...

00:05:59:27 And this is kind of interesting because one of the alkaloids is called "Theban" (ph.), perhaps where it came from. The Egyptians used it extensively. The father of medicine recognized it way back in 460 B.C. as having the ability... And I'm not sure about treating diseases.

00:06:20:25 That's why Hypocrites said, was treat diseases. It probably relieves pain more than it treats a disease. And then Alexander the Great brought it to Persia and

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India where it still exists today. The Egyptians and Arab traders then moved opium to China, and that's significant because that's kind of where the history of drug control from an international point of view really gets fired up.

00:06:52:15 In Europe, 1100, 1200, 1300, there were serious problems with opium and opium smoking. And then with the various religious movements it was taboo and went—kind of went away. And it re—came backing the 1500s with the—some of the famous sailors, the Portuguese and the Spanish.

00:07:16:12 The Portuguese established a port in a little territory in Macow (ph.) which is just down the coast from Hong Kong, and that's where the Portuguese traded Indian opium, opium that they got from India, and brought it on their ships to China in Macow. In the 1600s then we see the British in their colony of India start setting up business.

00:07:45:14 And they set up the British East India Company and this is really the company that starts all of the nastiness between—or amongst parts of Europe, the UK,

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China and others. The British East India Company sets up in Madras in 1640 and then they move, it's kind of like a branch office, in Bombay, then to Calcutta.

00:08:10:21 And then they start their trade with China in 1699. If you look at some of the history in the pictures of what was going on there, it gives you kind of a better appreciation for how nasty things were. There's, you know, pirates back then, so there's ships with cannons on em.

00:08:31:11 And the British East India Company actually had fortifications in Bombay and Calcutta to prevent anybody from stealing their valuable opium. Both the Dutch and the British traded opium with China in return for tea and porcelain, and they also accepted payments in silver and made silver payments to the Chinese.

00:09:01:18 And that became an issue with the Chinese emperor who tried to prevent the smoking opium problem from growing in China, and he started directing that the silver, which was evidence of this trade between other

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countries and China, should be seized. So then they started bartering for the tea and the porcelain.

00:09:27:28 So just keep a note of that. 1729, the first Chinese emperor. China's already got a serious growing problem of smoking opium and he starts to prohibit it. Then the father of botany, of course, formally classifies *papaver somniferum*, which means sleep inducing.

00:09:46:27 And then the East India Company monopolizes things in India. This is kind of significant too for how the situation grows in the world. Turkey cultivated the opium poppy but not extensively. A lot of other countries did back then as well. And with the East India Company monopolizing things in India, it forces all the other traders to go to other countries.

00:10:13:17 So you start seeing Turkey and Iran and other countries increasing their opium cultivation in order to handle the business from other traders. 1799 another Chinese emperor bans opium and you... There's a couple of pictures. You can see down in the lower

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left here some pretty nasty situations in opium dens and whatnot.

00:10:45:22 And China really does have a serious problem back in the 17 and 1800s with smoking opium. The caption on this picture, by the way, which is from later on in the 1800s, says, "I believe that pipe smoking contributes to somewhat of a calm and objective judgment in all human affairs".

00:11:10:07 Albert Einstein. And that's what's kind of interesting about history. You'll see a lot of famous people did a lot of stupid things and it's kind of important in why things took the path that they did in the history of drug control. Then the Chinese made the people take up caffeine instead of..

00:11:35:00 So the first Starbucks was really invented in China. It's where it started. [LAUGHTER] So we move into the early 1800s. There was a German guy that isolated morphine and then an American company in (Unint.), Germany, starts manufacturing the opium as a—as a business.

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- 00:12:00:07 And keep in mind that anything goes here. Any drug can be used for any purpose at any time anywhere and it's legal. No difficulties whatsoever. And opium was—it was smoked, it was drunk, it was rubbed on, it was snorted, it was injected. Any way you could use it, it was—it was used that way.
- 00:12:23:16 And as things happen, when countries interact with each other and—via trade and whatnot, problems spread in different parts of the world. So the US problem starts to grow. The Chinese, as you know, came over to the US to help build the railroads and they settled on the west coast in San Francisco and along the west coast there and then also on the east coast.
- 00:12:47:21 And you still have Chinatown in New York and over in areas of California as well as elsewhere. The European problem grows. Dr. Wood invents the syringe so now we get a quick shot of morphine in a—in a quicker manner. And this is—relates back to the silver situation.
- 00:13:12:03 The Chinese emperor told the trade minister to start seizing the silver as well as the opium that came into

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Canton, which is a little bit north of where Hong Kong is. And the—this annoyed the British tremendously and rather than fight over opium, which the real issue was, the British declared a trade war against China saying that China was improperly and adversely affecting international trade.

00:13:50:19 Well, the Chinese lose to the British and that's—the port of Canton is opened up. Hong Kong is actually ceded from the Chinese to the British, which is why you have the British speaking and living in Hong Kong for so many years up into about... Actually in '97 or so Hong Kong was given back to the Chinese.

00:14:25:10 A picture of the Harper's Weekly back around that time with the Chinese - I don't know if you can see it real well - the Chinese coming off the boat into the port in San Francisco. And now we have also cocaine starting to surface both in Europe and the United States, and hashish.

00:14:50:25 The Chinese still didn't like opium coming into their country from India and they—their problem was growing, and it was a legitimate concern. And they continued

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to try and seize or thwart the trade into Canton, Hong Kong and other areas. And so the French joined with the British and declared war against China because they had broken their treaties.

00:15:17:13 There's a second opium war and that one really puts China at a significant disadvantage. It just kind of throws away all of the rules and opens up everything with regard to the opium trade into China. All the ports are open and the British and French take full advantage of that and start exporting opium in mass.

00:15:41:15 Back over in the US our problem continues to grow. With the Civil War morphine then becomes known as the Soldier's Disease, as you've heard. Right (ph.) synthesized (ph.) is heroine. And then these are pictures of... The one here on the left is a pharmacy at the—during the Civil War times, which is basically a tent.

00:16:05:05 And the one on the right hand side, you can't read it but it says "Medical Mall", and it's a wagon with all kinds of medicine on it traveling around the country. And they're selling heroine to treat the addiction to

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morphine as well as, and I'll show you in a minute, heroine for other reasons.

00:16:27:24 At the same time again cocaine is popping up all over the world and it's getting a very popular and good name. The Pope is using it, President McKinley here in the US is using it, Freud recommends it for a topical anesthetic but he also uses it to treat people during his psychoanalysis.

00:16:54:06 All kinds of crazy stuff going on with cocaine. It's put in wine. You see Mariana-Mariani (ph.) wine invented by a guy named Mariani over in Europe. And then the founder of Coca-Cola, Pemberton, that's his picture in the center there, puts cocaine in Coke. And you see some of the advertisements.

00:17:16:03 I don't know if you can read these down in sort of the center. "Tired? Then drink Coca-Cola. It relieves exhaustion". The one of the far right, "Ideal brain tonic". So any indication that you can get away with and market. Bayer now in Germany begins to manufacture heroine.

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00:17:40:05 So you remember Merck is manufacturing morphine. Now Bayer is gonna manufacturer heroine. And they're manufacturing heroine for use in headaches, to treat with this recent incident with the guy going around the world on a tuberculosis... They marketed heroine to treat tuberculosis back in the late 1800s, also for headaches, coughs, other things.

00:18:03:09 Heroine pills, again, to treat morphine addicts. So with the problem getting pretty serious in China and also in the US, congress here bans opium smoking. But that's all they did. They didn't ban the importation of opium or other uses of opium. They just banned the smoking.

00:18:25:28 And the US then begins to interact much strongly—much more aggressively with China in trying to help China out. There's a couple of treaties just between the US and China and also the US and Siam, as it was known back then, to stop the opium trade across borders. The...

00:18:50:28 With all of this stuff with heroine and morphine uses for any ailment, all the snake oil salesmen and

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whatnot, finally the Food and Drug Administration or the congress passes the Pure Food and Drug Act in 1906. And what that does, basically, is it tries to prohibit misbranding.

00:19:10:12 The contents of your label have to do what you say it's gonna do. So that's the first significant attempt in the US to try and corral some of this crazy marketing and use of drugs for any ailment that they could make up. Interestingly, the FDA, or actually it was the Treasury Department, then goes and seizes a...

00:19:39:05 So Coca-Cola takes the cocaine out of their Coke product but they still market Coca-Cola pretty wisely and it continues to increase in sales even though it doesn't have cocaine in it. And the gov-US government seizes a shipment of syrup out at Tennessee and under the Pure Food and Drug Act and they go to court against Coca-Cola and lose because the cocaine wasn't in there and all that was in there was caffeine and other non...

00:20:12:28 No cocaine in there but derived from the cocoa leaves, extracts. In 1909 the US is doing a couple of real

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important things. This is kind of a significant year. They're continuing to run over to China to see what they can do, working with China to stop the illegal trade in opium.

00:20:38:19 And then here in the US, as sort of a show of good faith internationally but also to address some of the serious problems in the US, they pass the Narcotic Drugs Import and Export Act. And that, again, bans smoking opium and it tries to limit opium to only medical purposes.

00:21:01:15 But they forget about coca and, of course, cannabis. The State Department, this fellow Hamilton Wright, as you see below, and an Episcopal bishop who was pretty powerful and important at the time, are making several runs over to China. And this is not too well known. The Shanghai meeting was really set up and orchestrated by the United States.

00:21:29:19 It was—it was a lot done behind the scenes by Wright and Brent, but they gather up 13 concerned countries and hold a meeting in Shanghai in 1909 and come up with some resolutions. And then they meet later on in

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the Haig (ph.). They have what's called the first opium conference and then from that they come up with a treaty.

00:21:53:18 This is the first international drug control treaty ever. And, wisely, they added morphine and cocaine. And the predecessor to the United Nations is the League of Nations, and they gave in the treaty, they— one of the articles give some responsibilities to the League of Nation to oversee this because each individual country has no say so over another government.

00:22:20:11 But that was the purpose of the League of Nations, was to try and coordination those types of efforts and others. There was a congressman from North Carolina, Harrison, that led the attempts to pass a piece of domestic legislation which was each country after they signed or became a member of the International Opium Convention had obligations to go back to their country and institute pieces of legislation that would fulfill their obligations.

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00:22:53:18 So we do that through the Harrison Narcotic Act, which basically starts licensing and taxing handlers, tries to peer things down to legitimate handlers, limits exports but no—still no psychotropics (ph.). And then League of Nations is trying to become more active and they create a—an advisory commission.

00:23:19:27 This is the predecessor to the Commission on Narcotic Drugs. Probably, at least in my opinion, one of the most significant pieces of legislation in the US is this 1922 law. And there's different titles of it - US Import and Exportation, oth—some people in congress called it the National Narcotic Import/Export Law.

00:23:45:16 This amends the Harrison Narcotic Act, amends the 1909 Import/Export Act, and this is where you—it prohibits re-exportation. The—the... What was happening was the US would receive opium from somewhere, India for example, and there were certain controls internally, but the controls on exportation weren't very good.

00:24:14:01 So it would be exported, go somewhere, be changed or altered and then brought back into the United States. It was—it was a huge loophole in the law. And some of

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the US experts then were being abused and causing other countries serious problems. So the US congress took a pretty strong position saying anything made in the US and exported from the United States is not gonna be responsible for causing another country a drug problem.

00:24:46:23 So if you—if we export it to you, you have to have a legitimate medical need for it in your country and not re-export it again from there. So that's where your re-exportation that the Office of Diversion has—is recently in the process of changing. That's kind of where that stems from.

00:25:04:19 And crude opium and cocoa leaves are part of the law. The Federal Narcotics Board in—is established by the President. He takes the Secretary of Treasury, Commerce and State and says, "You're gonna comprise a board and I want you to oversee all of the activity with regard to implementing this particular Act as well as the Harrison Narcotic Act".

00:25:38:08 A couple other key things about this 1922 piece of legislation is that this is when the US congress said,

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or agreed, and the President agreed with them, that the United States would not cultivate the opium poppy, that we would not be a narcotic raw material producer. We would be a manufacturing country.

00:26:07:25 So we would put ourselves in a precarious position and rely on foreign sources of opium for our legitimate medical needs. So we would confine what we bring in to the United States to crude opium, and then we would make morphine, codeine and other products from that. So we're putting ourselves in a kind of a unique position in the world community, but we had the power to do that, if you will.

00:26:37:18 The United States was so big and such a huge consumer and such a huge market that whatever it decided to do, kind of shaped the world market. So we said we were gonna just bring in opium and we were not gonna cultivate the poppy. At the same time we—the inference there was we're not gonna allow narcotics, whether they be API or finished dosage forms, to be imported into the United States.

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00:27:06:09 So you can't bring anything in except crude opium. You can't bring in finished morphine or any other product; only narcotic raw material. So that's kind of significant and it still kind of follows through to today. In 1923 Treasury then bans narcotic sales, and what that is is there were still sales of heroine and other things going on.

00:27:29:23 So they banned those which caused some serious problems with the addicts and then treatment with methadone and whatnot. Back in-to the international arena, the first treaty has some weaknesses so the countries in the world are starting to get together on a regular basis to increase the controls.

00:27:54:07 And they start with the first Geneva Convention. Has 15 articles, adds some concepts limiting import and export, legitimate medical use and things like that. It was a good one. The US became a party to it. Second Geneva Convention, also in 1925, then comes up with some stronger controls where you have to have a license to be an importer or exporter and you also have to have a permit to do so.

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00:28:22:20 And they established a—an estimate system where each country around the world figures out what they need as far as narcotic materials, and they provide that estimate to the League of Nations and the League of Nations monitors the trade so that the US or any other country doesn't sell more than what a country needs to them.

00:28:44:17 They create this permanent Central Board, again, the predecessor to the Commission on Narcotic Drugs, and then they try and limit production of opium and cocoa leaves to what's needed legitimately. The estimate system was voluntary. The licenses system was not gonna be strongly enforced and the US was really annoyed about the situation.

00:29:07:29 They got up and walked out of the discussions because the controls were not as concrete as they would like em. They then start working the world community and in 1931, a number of years later, they get some of the controls that they wanted and you see that the estimates now are required in '31.

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00:29:33:16 So you have to... If you're in Germany, you have to provide an estimate of what you need and if you reach your estimate, you can't buy anymore unless you contact the League of Nations or the United Nations and increase that estimate. And countries shipping to you above your estimates sort of get in trouble.

00:29:51:21 So the US becomes a party to the '31 Geneva Convention. This also is the first international piece of legislation that brings the pharmaceutical industry under control, starts to control the drug manufacturer.

00:30:09:15 In '42 a name that may be familiar to you, Anslinger (ph.) from FBN, a really powerful and well-known man in the international arena as well as here domestically, says that the US is not gonna cultivate the poppy. Congress passed a piece of legislation that said that it was okay under a license with the sort of anticipation that we might have some worldwide shortages and would, therefore, leave open the option to cultivate the opium poppy here so we could ha-furn-supply our own medical needs, take care of our own medical needs.

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00:30:53:28 Well, Anslinger basically said that that's not gonna happen or if it is gonna happen, you get a license from me and I'm not giving out any licenses. In '53 we have another interesting event that tells you a little bit about how the US felt about how serious the US is in this international trade.

00:31:18:07 And you start to get a strong feeling that the US believes in the international community and the United Nations and the role of international controls. And they say at the '53 meeting that the international treaties are the law of the land in the United States. So whatever we decide as an international community, we will come back to the United States to make sure that we uphold our role in fulfilling our obligations.

00:31:52:18 These are the countries that produce opium - then Bulgaria, Greece, India, Iran, Turkey, Russian and Yugoslavia. The Geneva Convention—Geneva protocol (cause it didn't become a convention until '63) lacked a bunch of controls that the United States wanted, so the United States walked out again.

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00:32:17:13 India and Turkey, which is kind of interesting, they ratify the treaty cause they're looking for trade in opium and they've got a lot of opium. And it's a societal—it's important to them from an economic point of view. Nobody else ratifies it. It takes three to come into force, so it doesn't go into force at the time.

00:32:39:18 It does later and I'll tell you why. In '61, this is the preliminary to the—one of the key three drug control treaties that exist today, the 1961 Single (ph.) Convention. They have a pleny (ph.) petentuary (ph.) meeting in New York under the auspices of the United Nations and the US...

00:33:01:19 There's some really good controls in the '61 convention. I'll tell you a little bit more about those, but the US has some significant problems with the '61 treaty. No provision for limiting opium poppy cultivation. Any country can make and export up to five tons. You can use seized opium in the traffic for legitimate medical purposes.

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00:33:28:13 Estimates were weakened by allowing a country to make a reservation. You could say, "We'll do the estimate system but we reserve the right to not be held seriously accountable to the estimates or if we make a mistake". And so what the United States did as a—an interesting political move is they went around and tried to get a bunch of countries to ratify the '53 protocol.

00:33:55:08 And they convinced Greece to do so and others so that that put the '53 protocol into play as a convention. And the US walks away from the '61 convention and doesn't become a party. One of the biggest and most important and comprehensive treaties in drug control and they walk away.

00:34:19:25 The Secretary of State was so upset he goes to the President and argues strongly for the US ratification of the treaty and wants the President to go to congress. The Treasury Department is against the idea. Treasury convinces the President, so the US does not become a member of the treaty and they start, again, running around the world trying to get people to ratify the '53 protocol.

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00:34:50:12 What happens is that now in the '60s a bunch of countries around the world ratify the Single Convention. The Single Convention is put into force and the US is running around trying to convince countries to increase controls and the countries are telling the US, "Well, we really don't see where you have standing to talk to us".

00:35:16:23 And the US is, "What do you mean"? "Well, we're members of the most recent treaty. It has stronger controls than the '53. You're not a party to it. We don't have to listen to you." So it takes a number of years before finally the US realizes we really can't—we don't have a leg to stand on here.

00:35:33:20 So they finally ratify the Single Convention but not until 1967, so a good six years later. At the same time as you see here in the '60s, we're having all kinds of problems with stimulants, amphetamines, barbiturates and we pass the Drug Abuse Control Amendments under the auspices of the Food and Drug Administration.

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00:35:59:01 And that is an issue in the international community. But there's not enough governments that have ratified the '61 Convention concerning narcotics, that they keep saying in the international arena, "Let's get this narcotic treaty into force before we start worrying about amphetamines and other stimulants and depressants and whatnot.

00:36:23:18 The period from '69 to '74 is really an interesting period. A lot of people in this room and in the two buildings were key players during this time period, as was BNDD and DEA. This is the period of time where the Diversion Control Program was created and a number of regulations—significant regulations were promulgated.

00:36:57:02 So... And it's... The reason, or **a** reason for this, is the attention and emphasis to it. It was President Nixon, regardless of what you think of him, he was interested in drug control. He was pissed about opium. In fact, he wanted opium cultivation banned throughout the world, which would include the opium that's cultivated for legitimate medical purposes.

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00:37:20:18 He just wanted it eliminated and he issued that edict. So it wasn't really fulfilled by the State Department, thank goodness, but it gets priority from the President. And you also have then Turkish opium going to the labs in Marseille being converted to heroine. Big heroine problem here in the US.

00:37:40:03 So what the US government does is it decides that it's gonna target the foreign sources of supply of opium that are used for illicit purposes, heroine for example. And BNDD and later DEA and the State Department forge what's really kind of a unique team at the time.

00:38:03:18 There were no real international—there were no narcotic or drug control people at embassies around the world, not only the US embassies but other countries, delegations into the US or other countries around the world. The responsibility for drug control was not really a priority, so that function didn't exist.

00:38:31:02 This is where the creation of a drug team at the embassies begins. And so State and BNDD, DEA start

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posting... DEA and BND [sic] post agents around the world and the State Department gives, at least as a collateral duty, narcotic responsibilities to some of the staff in the embassy.

00:39:02:14 The State Department's International Narcotic Matters Office is elevated from Bureau to Office. And all of the problems that the US had with the '61 Convention, which caused it to walk out, they put into an amendment and they have a protocol where they had a couple meetings in New York, and the '72 protocol, as it's known, then amends the '61 convention to increase those controls.

00:39:31:21 And most of the—a lot of those were enhancements to the International Narcotics Control Board, which is significant and goes along with the US government's philosophy on if the law of the land is gonna be our obligations under the treaties, then we would expect the United Nations to have a strong, central control board that could take some serious actions.

00:39:55:27 I'm gonna tell you quickly about those. Part of the interesting issues then at this same—during the same

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time period, because of the French connection and whatnot, the US goes to Turkey and convinces Turkey to ban the cultivation of the opium poppy, which was kind of interesting. A significant move on behalf of the Turkish government.

00:40:17:23 Other countries around the world are not behaving very well and Turkey looks at this and it's a significant economic issue to em and they say, "Well, we wanna retract our ban of opium". And the US sends a delegation to Turkey and convinces them, "Well, if you're gonna cultivate the poppy, don't lance it and take the sap. Go to poppy straw. It's [sic]-has less change of diversion, particularly out on the field".

00:40:49:01 So this is a picture of-in Turkey where they are using the seeds and also oils as an additional economic incentive for Turkey to go to poppy straw. So that's where you see some of the first movement to poppy straw. Eventually India will become the only country that still grows the poppy and lances it and gets the gum opium.

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00:41:19:00 All the rest of the countries of the world move to either poppy straw or concentrated poppy straw. Well, after all of these efforts of the US trying to shut down opium cultivation, then all of a sudden we have a worldwide shortage on the needs of opium for legitimate purposes.

00:41:33:20 So go figure. Well, it becomes an interesting situation here in the US. We're trying to figure out, "Well, should we relax the laws? Should we cultivate opium poppy here"? There's a poppy called the pababra (ph.) rocktiotum (ph.) that has ingredients that we need.

00:41:50:12 Should we use—seize material? Should we take material from the stockpile? And what they ended up doing... Well, first of all, they were considering cultivating here in the US and particularly the pababra rocktiotum. And Secretary of State Kissinger runs over to President Ford and says, "This is bull".

00:42:12:03 "We've spent a hundred years trying to get this US philosophy in position where we're gonna be the manufacturing country. We're not gonna be a

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cultivator or producer. Producers don't manufacture and manufacturers don't produce." So we wanna stay a manufacturing company-country.

00:42:31:20 The laws been crafted that way. We don't allow narcotics to come into the US, so we're protecting our industry there. You have to stick with this. Well, he wins and the AG is told to drop all of those ideas and declare an emergency and allow poppy straw and concentrated poppy straw to be imported.

00:42:56:29 So you recall all the way back to 1909 what the import/export laws said was you can bring in crude opium and that's it. So now they're saying under their—an emergency you can bring in the poppy straw or... Concentrated poppy straw is just the poppy straw processed into kind of a crude extract.

00:43:19:21 So you can bring those in. Well, here we go full circle again. Soon thereafter there's an oversupply around the world and we got India making opium, we've got Turkey making poppy straw, France is a producer, Spain's a producer, Hungary's a producer. Australia's

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a big producer, and we've got a huge oversupply around the world.

00:43:45:16 The countries of the world go to the United Nations. They have their annual meeting there. They come up with a resolution that says, "We should go back to where we were before and favor the traditional countries, India and Turkey and others that have always cultivated the opium poppy".

00:44:05:09 "And it's a *[sic]* in-integral part of their societal functions. And tell these newer countries that are into poppy straw and concentrated poppy straw to cut back on their production." At the same time this gets kind of dicey. The law says you can only bring in crude opium.

00:44:27:20 The emergency that DEA issued said, "Well, in the in- in the interim here you can bring in poppy straw and concentrated poppy straw". India goes to DEA with a memo and says, "We would like to supply you with all of the crude opium that you need for your domestic medical needs.

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00:44:51:24 What a slick move on India's part. The law says you can only bring in crude opium. India says, "You can do away with your emergency. Forget about poppy straw and concentrated poppy straw. We make enough opium—crude opium to take care of the United States". And so you see here Warren Christopher and Bensinger (ph.) get together and try to figure out what to do.

00:45:18:11 They did a couple of things. They tapped into the stockpile—the US stockpile, freed up some of the opium there. They decided to stand by the UN resolution that would favor the traditional producers, particularly India and Turkey, and then they decided to amend the law to allow poppy straw and concentrated poppy straw to come in.

00:45:40:23 So now you have the three and that's how it exists today - crude opium, poppy straw and concentrated poppy straw. That's all that can be brought in. And then the controls inside DEA with regard to import permits would control the quantities of those and still honor the UN resolution that says we'll pay—we'll give preference to India and Turkey since they cooperated with us all these years.

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00:46:09:10 So that's where we are today. There's three drug control conventions - the Single Convention, Psychotropic which I didn't go into in great detail, a real similar kind of story up and down with regard to psychotropics, amphetamines, barbiturates. The two treaties are very different because of the people involved with the development of the Single Convention were also involved in the Psychotropic Convention development and they didn't like the way certain things were done in the Single Convention.

00:46:37:28 Then a third treaty is the '88 Convention, known as the Vienna Convention, which, under Article XII (ph.), includes chemicals that we now control not only in the US but around the world. The goal there is to limit things to medical and scientific industrial uses and the key is import and export control.

00:46:58:03 I'm just gonna quickly tell ya about the three treaties without a lot of detail. The Single Convention is narcotics. It's the only convention in the world that controls a plant-controls three plants

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- the poppy—the opium poppy, cannabis plant and the cocoa bush.

00:47:13:23 They are not in any of the schedules. There are separate provisions in the treaty to control the cultivation of the plan. Semi-synthetics—synthetic opiates, and it's a legal definition of narcotic, not pharmacological. Four schedules in the '61 Convention, that sometimes get—gets confusing cause of the US law of Controlled Substance Act.

00:47:40:17 It's one through five and one is all the nasty stuff - heroine, LSD and whatnot. In the Single Convention schedule one is legitimate narcotics. And the bad stuff is in four. So you see heroine and cannabis are in four and what the treaty does is it has strict provisions to prevent the cultivation and movement of the stuff in schedule four.

00:48:04:12 Psychotropic Convention, again, has four schedules very similar to the US law where it decreases in order of severity where schedule one is your stronger amphetamines, methamphetamine, amphetamine, whatnot,

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and then it goes down in severity of abuse liability,
dependence potential.

00:48:32:01 And then a whole separate topic would be the '88
Convention where the United States was also a key
player in the development of it and the control of
chemicals used to make heroine, cocaine and other
stimulants. We operate under the UN structure just
like you have the—you hear on the news concerning
Iraq.

00:48:54:16 You hear about the Security Council. There's also a—
an Economic and Social Council and drugs comes under
it. The Commission on Narcotic drugs is the
policymating [*sic*]-making body for the United Nations.
And then the International Narcotic Control Board is
the overseer of the treaties.

00:49:12:16 And it is created by treaties, so it doesn't really
follow the rules and regulations of the United
Nation's *per se*. It's an autonomous body, so to
speak. And then the World Health Organization sort of
acts in the international community like the FDA
functions here in the US, advising the Commission on

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Narcotic Drugs on putting drugs under control, safety and efficacy issues.

00:49:39:24 So the last two slides are the International Narcotic Control Board, and these are some of the things that caused the US to walk out of the '61 meeting and—and that were put into the '72 protocol to amend the '61 Convention, and that was beefing up the INCB.

00:49:58:23 Thirteen members now, oversight of the treaties, those types of issues. They gave them, interestingly, a power of embargo, so the International Narcotic Control Board... There's an article in the '61 Convention and the '71 Convention if a country doesn't behave and after repeated trips and attempts to do so, the International Narcotic Control Board can basically do an embargo.

00:50:28:17 And that has been done with regard to Afghanistan, for example. And that's it. Thanks for your time.

[APPLAUSE]

UNIDENTIFIED MALE SPEAKER

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00:50:44:00 MS: Terry, if I could just ask if folks have questions for you, if they could just wait for the microphone to get to them so that everybody in the audience can hear the question.

Q's & A's

00:50:56:09 Q: Just your thoughts on... The last thing you said was Afghanistan. Your thoughts on the politics of the poppy fields in Afghanistan.

00:51:06:15 A: Well, there's a (unint.) organization that's been running around the world trying to get the use of the poppy from Afghanistan moved over for legitimate uses. I think it's a crazy idea. There's a couple of UN resolutions that actually encourage nations not to support that.

00:51:27:04 Is that what you're referring to, is the—is the possible use of the poppy in Afghanistan or...

00:51:36:00 Q: The poppy fields are there.

00:51:37:22 A: Right.

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00:51:38:12 Q: And I don't have access to all the Intel but if they're supplying terrorists—proceeds to terrorist organizations... Those fields are there right now and I'm wondering your—what your thoughts are on the politics of why we haven't done more with those fields.

00:51:57:04 A: Ahhh, a good question. I don't know the answer there. We clearly should have. And we not being just the United States, we being the world community. You see the same situation with Thailand and—when there was a huge poppy cultivated. You see the same situation with regard to Peru, Bolivia and Colombia, with regard to the cocoa bush and whatnot.

00:52:26:14 It's, as you say, politics. But, yeah, the fields are there and the Hellmann (ph.) Province is probably one of the worst and something should be done. You know, much more than saying that, I agree with ya. I don't know why we have not taken more serious actions on eradicating the poppy.

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00:52:48:17 And it's now at levels that has never been seen before in Afghanistan. Ellen.

00:53:02:07 Q: You made me curious when you were speaking about the stockpile. Is there still a stockpile, a Fort Knox of crude opium somewhere? Can you tell us about how it was created and when it existed?

00:53:14:07 A: I don't know when it was created but it was way back around the Civil War. We depleted all of the opium in the stockpile during this—that shortage period in the mid-'70s. So the opium is gone. Some of the people from Diversion may know the latest on what the stockpile is comprised of, but it—it's a lot less.

00:53:37:29 There's no opium and it's mostly finished dosage forms, morphine and whatnot, and largely dependent on the shelf life. Some drugs last a long time and others have a shorter shelf life. That was the problem when we did release a lot of the crude opium, was some of it was unusable or the manufacturers had a difficult time processing it.

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00:54:02:06 But it does still exist but I think it's finished dosage (inaud.). All righty. Well, it was good to see everybody. You look good.

00:54:18:14 MS: Thanks. [APPLAUSE]

00:54:18:17 MS: Thanks.

00:54:24:11 MS: A small token of appreciation from our staff. Thank you.

00:54:28:03 MS: Oh, (inaud.).

00:54:28:22 MS: (Inaud.). You're welcome. Thank you all very much for coming. [OFF MIKE CONVERSATION/B ROLL]

END OF TAPE