



# Quota Virtual Diversion Awareness Training

**April 2, 2026**



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# The International Drug Control Conventions

Single Convention on Narcotic Drugs of 1954  
as amended by the 1972 Protocol

Convention on Psychotropic Substances of 1971

United Nations Convention against Illicit Traffic in  
Narcotic Drugs and Psychotropic Substances of 1988

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# Objective

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To discuss :

- The general requirements of the three international drug control treaties;
- How these treaties shape our domestic drug control framework, the Controlled Substances Act;
- How changes to the treaties and the CSA are communicated to the public.



# Three International Conventions



1961  
Convention

1971  
Convention

1988  
Convention



SINGLE CONVENTION  
ON

NARCOTIC DRUGS, 1961



CONVENTION  
ON  
PSYCHOTROPIC SUBSTANCES  
1971



UNITED NATIONS CONVENTION  
AGAINST ILLICIT TRAFFIC IN  
NARCOTIC DRUGS AND  
PSYCHOTROPIC SUBSTANCES,  
1988

The United States is a party to all three treaties

Goal: to limit the use of narcotic drugs, psychotropic substances, and their precursors to legitimate medical and scientific purposes.



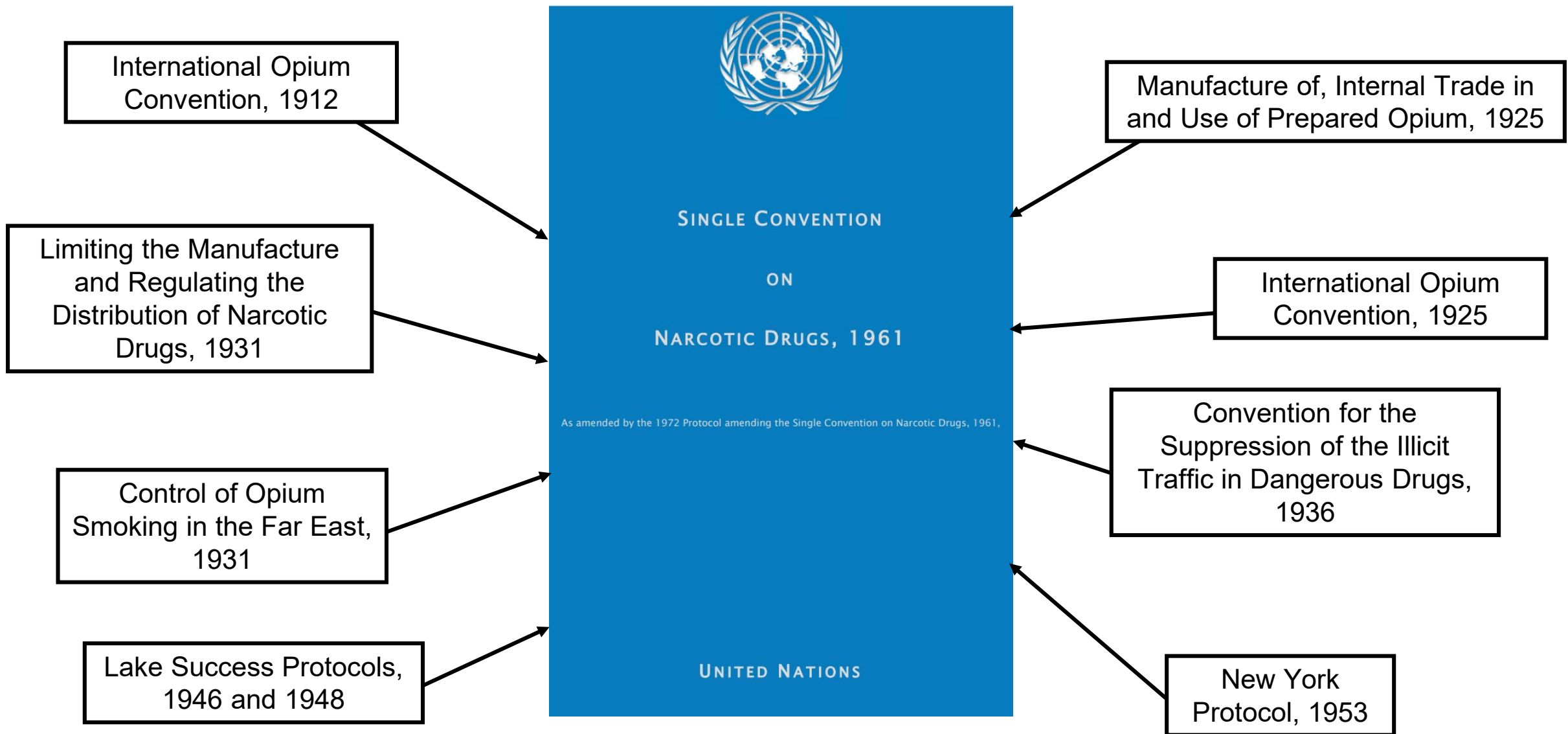
# The Single Convention

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- Adopted March 30, 1961, and entered into force 1964
- Replaced previous treaties on opiates, cannabis, and cocaine
- 183 countries are Parties
- Specifically mentioned in preamble and other parts of the CSA
  - CSA outlines U.S. compliance with the Single Convention
- Also referred to as the “61 Convention”
- **List of Controlled Substances: “Yellow List”**



# Single Convention - Historical Perspective: Agreements, Conventions, and Protocols





# The Single Convention

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## Substances Covered

- **141** specific Narcotic drugs controlled
  - Includes **opium** and its derivatives
    - ex. morphine, codeine, heroin
  - Includes **synthetic opiates**
    - ex. meperidine, fentanyl
  - Includes **cannabis** and **coca**
    - ex. cocaine/ecgonine
- **Legal**, not pharmacological definition of narcotic
- Drug controls **extend to** isomers, esters/ethers, salts thereof, whenever existence is possible





# '61 Convention: Four Schedules

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- Schedule I: drugs liable to significant abuse and to produce ill effects, but have potential therapeutic uses
- Majority of substances listed internationally as Schedule I are controlled domestically in Schedule II of the CSA
- Substances listed include:
  - Alfentanil
  - Concentrate of Poppy Straw (now includes noscapine varietal)
  - Hydrocodone
  - Meperidine (listed as Pethidine)
  - Oxymorphone





# '61 Convention: Four Schedules

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- Schedule II: drugs with somewhat lower abuse liability
- Only 10 substances currently listed, including:
  - Codeine
  - Dextropropoxyphene
  - Dihydrocodeine





# '61 Convention: Four Schedules

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- Schedule III: exempt preparations of drugs in Schedules I or II in **8 specifically listed formulations**
  - *e.g.* codeine preparations when compounded with one or more ingredients and containing not more than 100 mg of the drug per dosage unit and a concentration of not more than 2.5 percent in undivided preparations.





# '61 Convention: Four Schedules

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- Schedule IV: drugs in Schedule I which are ***particularly liable*** to abuse and to produce ill effects. Such liability is not offset by substantial therapeutic advantages
- Covers substance listed and the salts
- Currently 18 substances listed including:
  - Carfentanil
  - Desomorphine
  - Etorphine
  - Heroin



# Single Convention -Types of Control



<b>TREATY-BASED OBLIGATION:</b>	Article
Limit to medical and scientific purposes	2, 4
Authorization of imports and exports	31
Record-keeping	34b
Medical prescriptions required	2, 30
Prevent Accumulation of Stocks	29
Licensure of manufacturers and distributors	30
Quotas	29
Possession of drugs under legal authority	33
Security and Inspection	35 - 38
<b>DEA OBLIGATIONS AS COMPETENT AUTHORITY:</b>	
Import/Export Statistics (Form A)	20
Narcotic Estimates (Form B)	19
Narcotic Annual Statistics (Form C)	20



# Controls under 1961 Convention

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## Special Provisions:

- Schedule IV - parties may prohibit / limit manufacture or import
- Opium / Cannabis / Coca cultivation
  - special estimates, reports and controls
  - government agency in control of entire operation from cultivation to distribution
  - limitation on manufacture and import
- Poppy cultivation for seed
- Cannabis for industrial purposes
- Coca leaves for flavoring





# The Psychotropic Convention

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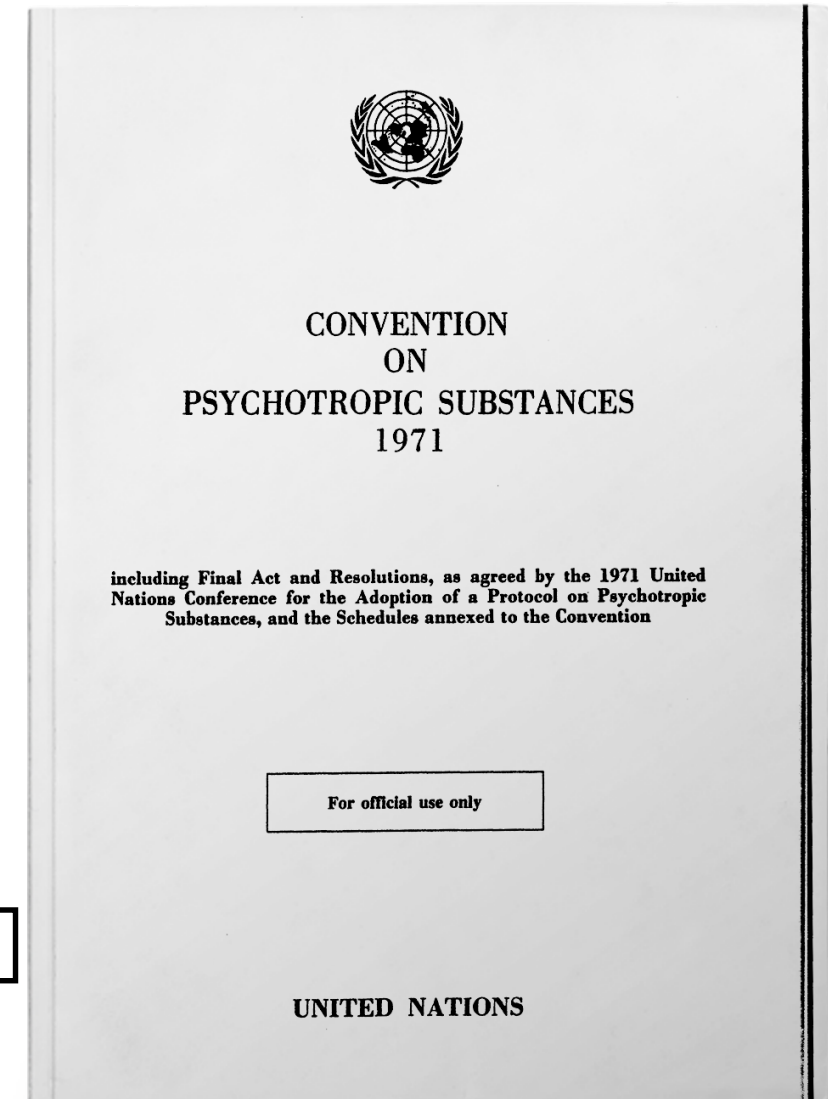
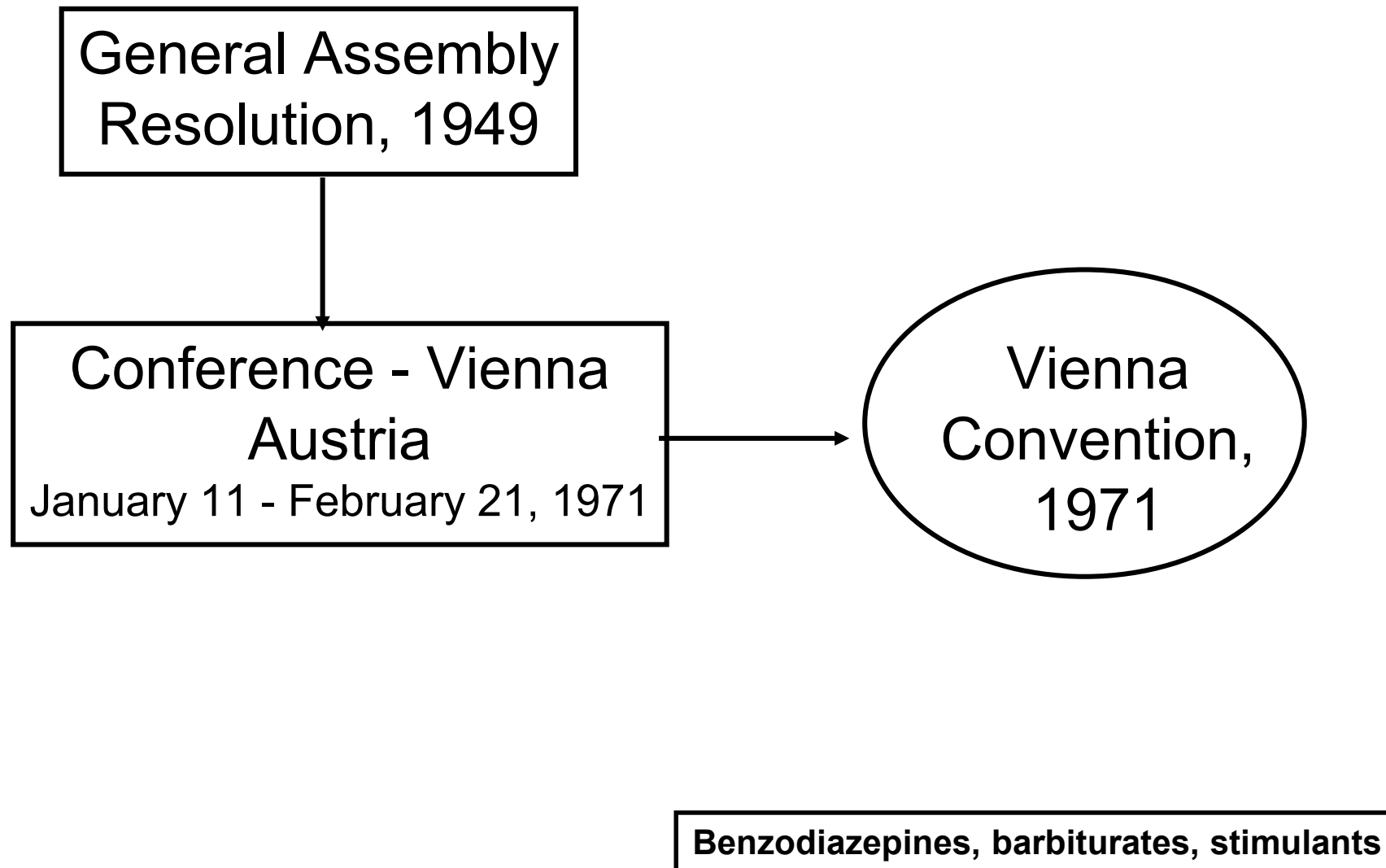
- Convention on Psychotropic Substances 1971
- Adopted in 1971 (Vienna, Austria)
- Entered into force, August 16, 1976
- Presently 184 parties
- Ratified by US in 1980
- Referred to as the “71 Convention”



**List of Controlled Substances:  
“Green List”**



# '71 Convention - Historical Perspective





# The Psychotropic Convention

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- Four Schedules
- Placement is based upon the relative therapeutic value and risk of abuse of each substance
- Schedule I is the most restrictive (*e.g.* LSD)
- Schedule IV is least restrictive (*e.g.* diazepam)
- Generally less stringent controls than the Single Convention
- Substantial difference in controls of CI/II vs. CIII/CIV
- Listing of substance is often stereospecific – not extended to esters, ethers, or derivatives





# '71 Convention: Schedules

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- Schedule I: Substances whose abuse liability constitutes an especially serious risk to the public health and which have very limited, if any, therapeutic usefulness
- Currently 39 substances listed including:
  - MDMA, LSD, Psilocybin
  - specific isomers and stereochemical variants of tetrahydrocannabinol





# '71 Convention: Schedules

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- Schedule II: Substances whose abuse liability constitutes a substantial risk to the public health and which have little to moderate therapeutic usefulness
- Currently 64 substances listed including:
  - *gamma*-hydroxybutyric acid, methylphenidate
  - *delta*-9-tetrahydrocannabinol
  - dexamphetamine, levamphetamine and amphetamine are listed separately





# '71 Convention: Schedules

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- Schedule III: Substances whose abuse liability constitutes a substantial risk to the public health and which have moderate to great therapeutic usefulness
- Current list only contains 9 substances including:
  - Buprenorphine
  - Pentobarbital





# '71 Convention: Schedules

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- Schedule IV: Substances whose abuse liability constitutes a small but still significant risk to the public health and which have therapeutic usefulness from little to great
- Currently 68 substances listed including:
  - Benzphetamine
  - Clonazepam
  - Phenobarbital



# '71 Convention - Types of Control



<b>TREATY-BASED OBLIGATION:</b>	Article
Import/Export Authorizations or Declarations	12
Record-keeping	11
Medical prescriptions required	9
Licensure of manufacturers and distributors	8
Security and Inspection	8,15
Restrict import/export of certain drugs	13
<b>DEA OBLIGATIONS AS COMPETENT AUTHORITY:</b>	
Import/Export Statistics (Form AP) – req'd for II only	16
Assessment of Medical Need (Form BP) – req'd. for II, III, and IV	5
Annual Statistics (Form P)	4,16



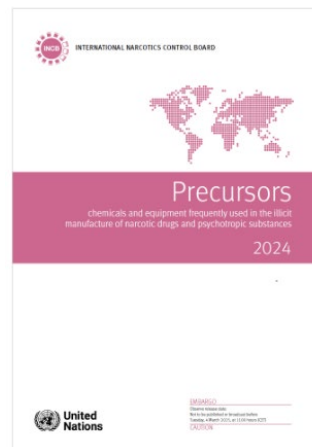


# 1988 Convention

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- It provides the legal basis for the international control of precursors and essential chemicals used in the illicit manufacture of drugs
- Each party state must put control mechanisms in place in order to engage in manufacturing activities and distribution of these chemicals.
- Presently 183 parties



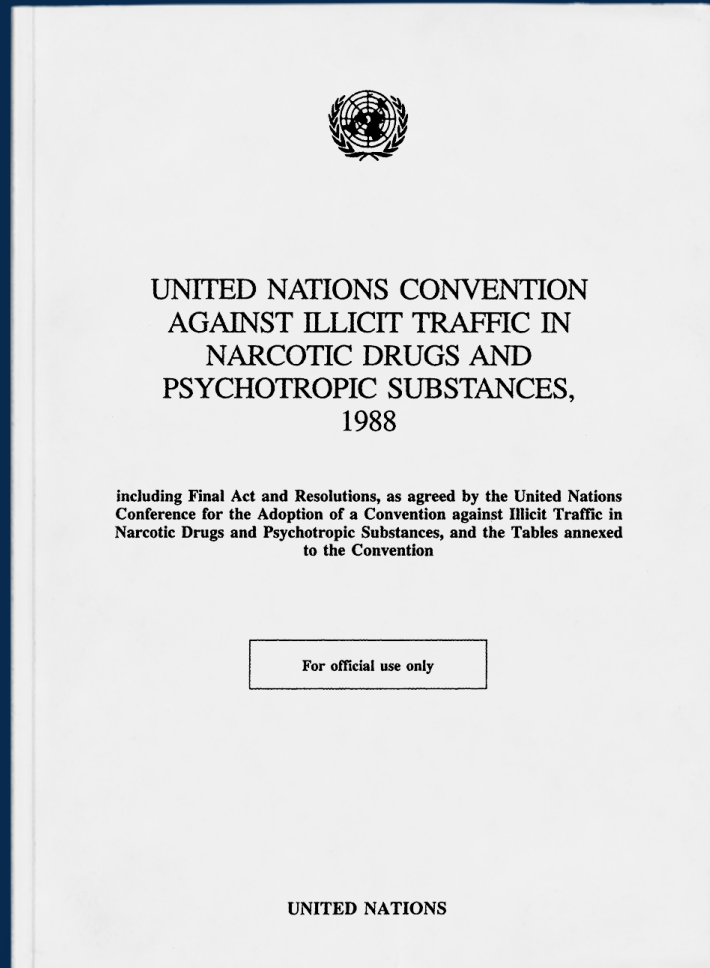
**List of Controlled Chemicals:**

**“Red List”**





# 1988 Convention



- General requirements can be summarized as:
  - “Parties shall take the measures they deem appropriate to prevent diversion of substances in Table I and Table II used for the purpose of illicit manufacture of narcotic drugs or psychotropic substances, and shall co-operate with one another to this end.” (article 12)
- Table I currently lists ~28 chemicals including:
  - Ephedrine, lysergic acid, pseudoephedrine
- Table II currently lists 8 chemicals including:
  - Acetone, Piperidine, Toluene



# Multilingual Dictionary of Narcotic Drugs and Psychotropic Substances under International Control



Office on Drugs and Crime

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LABORATORY AND FORENSIC SCIENCE

## Publications



Vol 1



## Multilingual Dictionary of Narcotic Drugs and Psychotropic Substances under International Control

The "multilingual dictionary" (**MLD**) covers the narcotic drugs and psychotropic substances under international control as defined by the Single Convention on Narcotic Drugs, 1961, as amended by the 1972 Protocol, and the Convention on Psychotropic Substances, 1971. The MLD is conceptualized as a multi-field dictionary, combining chemistry with aspects of international drug control. It consists of individual monographs providing accurate and comprehensive information on the chemical names of all controlled substances under the Conventions and updated information on other existing chemical names and variants, synonyms, common generic and trade names (Volume 1). The MLD provides also an alphabetical cross-index of all names included in the monographs, bilingual lists of all scheduled narcotic drugs and psychotropic substances, and information on the international regime of control with details on the scheduling history and the international control status of the substances (Volume 2).

VOLUME 1

<https://www.unodc.org/unodc/en/scientists/multilingual-dictionary-of-narcotic-drugs-and-psychotropic-substances-under-international-control.html>





## VOLUME 1

**Explanatory Notes** on the use of the MLD, including Table of Contents and Preface

**Part One:** Individual Monographs on the Narcotic Drugs and Psychotropic Substances under International Control

## VOLUME 2

**Part Two:** Alphabetical cross-index of the names included in the monographs

**Part Three:** Bilingual lists of all Scheduled Substances, common Salts and Derivatives

**Part Four:** International Regime of Control: Scheduling History and Current Control Status of the substances under international control

Addendum-2015

Supplements 2016 through 2024



# International Organizations

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- Commission on Narcotic Drugs (CND)
  - <http://www.unodc.org/unodc/en/commissions/CND/index.html>
- International Narcotics Control Board (INCB)
  - <http://www.incb.org>
- World Health Organization (WHO)
  - [www.who.org](http://www.who.org)
- United Nations Office on Drugs and Crime (UNODC)
  - <http://www.unodc.org>





CND

UNITED NATIONS COMMISSION ON NARCOTIC DRUGS  
POLICYMAKING BODY OF THE UNITED NATIONS SYSTEM WITH PRIME RESPONSIBILITY FOR DRUG-RELATED MATTERS



# Commission on Narcotic Drugs

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The central policy-making body of the United Nations in drug related matters:

- Monitors the implementation of the three international drug control conventions and is empowered to consider all matters pertaining to the aim of the conventions
- Decides, on the basis of recommendations by the World Health Organization (WHO), to place, remove or transfer narcotic drugs and psychotropic substances under international control
- 53 voting members, who meet annually





# International Narcotics Control Board

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**International Narcotics Control Board**  
Monitoring and supporting Governments' compliance  
with the international drug control treaties



Works on behalf of the CND to promote and monitor compliance with treaty provisions by:

- Endeavoring to ensure that adequate supplies of drugs are available for legitimate purposes
- Assisting governments in preventing diversion of chemicals and drugs into illicit traffic
- Identifying weaknesses in international / national control of drugs and providing assistance
- Administering system for estimates of narcotic drugs and assessments for psychotropic substances
- Monitoring and analyzing the Parties statistical data



# World Health Organization



The directing and coordinating authority for health within the United Nations system:

- The WHO Expert Committee on Drug Dependence plays a central role in the international drug control system
- Carries out medical and scientific evaluations of the abuse liability of dependence producing drugs falling within the terms of the conventions





**United  
Nations**

**Office on Drugs and Crime**

# UN Office on Drugs and Crime

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Mandated to assist Member States in their struggle against illicit drugs, crime, and terrorism:

- Compiles statistics on illicit drug manufacturing and transportation
- Publishes an annual report to help Member States address the threat posed by drugs, crime and terrorism





# The Controlled Substances Act

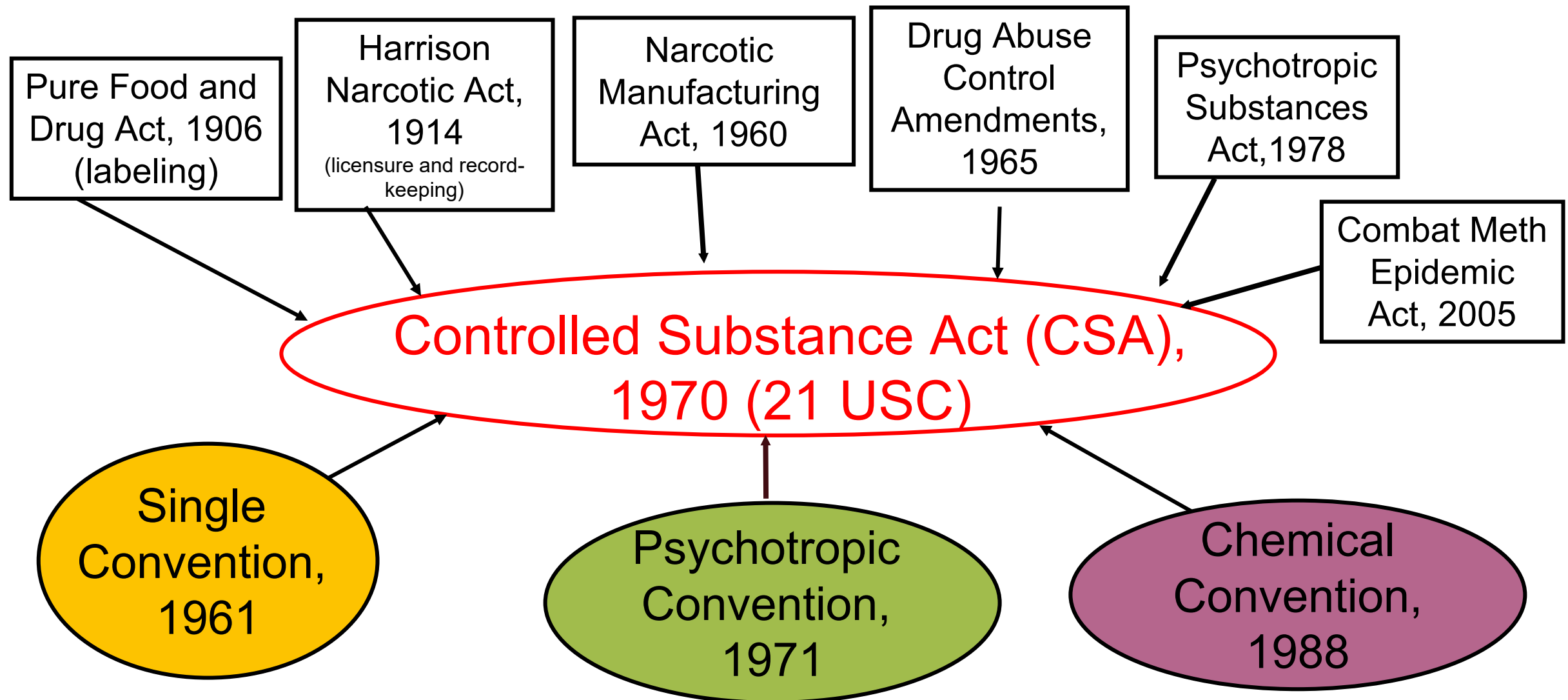
Title 21, Chapter 13  
of the  
United States Code

(21 U.S.C. § 801 et seq.).

- Enacted in 1970
- Substances Covered:
  - All substances on the “yellow” and “green” lists
  - Anabolic Steroids
  - “...**derivatives**, its salts, isomers, and salts of isomers.”



# Controlled Substances Act (CSA) - Historical Perspective



# Levels of Drug Control under the CSA



## Schedule I (CI)

Substance with **high** abuse potential and **no** currently accepted medical use

- *Examples: GHB, MDMA, Heroin*
- **Subject to Manufacturing and/or Procurement Quota**

## Schedule II (CII)

Substances with **high** abuse potential but has a **currently accepted** medical use in treatment

- *Examples: e.g., Fentanyl, Hydrocodone, Morphine, Oxycodone.*
- **Subject to Manufacturing and/or Procurement Quota**

## Schedule III, IV and V

Substances with a currently accepted medical use in treatment, but progressively lower levels of abuse potential, dependence profile and regulatory controls from Schedule III to Schedule V.

- *Examples: NaGHB (sodium oxybate), Ketamine, Buprenorphine, Benzodiazepines.*
- Not subjected to quota

## CMEA List I Chemicals

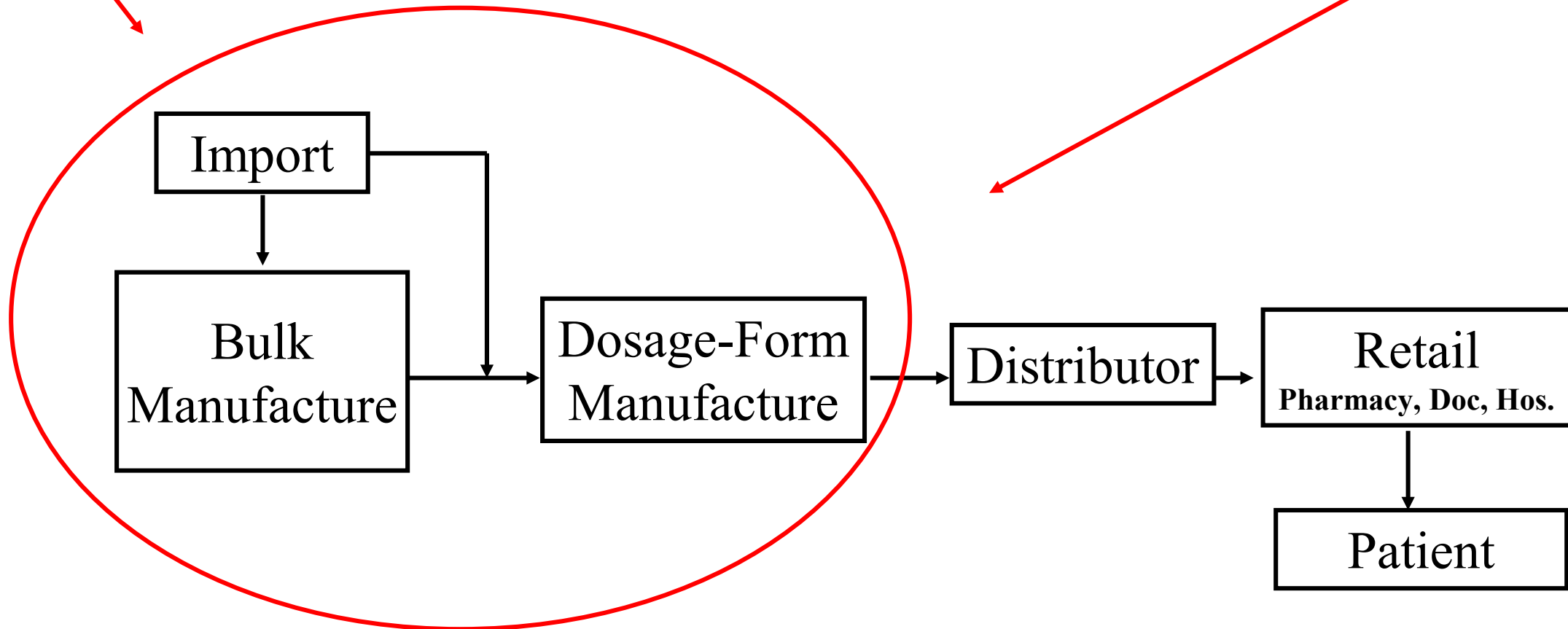
Precursor chemicals used for manufacture of cough & cold medicines and veterinary products, but can also be used for illicit manufacture of methamphetamine & amphetamine

- *Examples: Ephedrine (EPH), Pseudoephedrine (PSE) & Phenylpropanolamine (PPA)*
- CMEA = Combat Methamphetamine Epidemic Act (CMEA)
- **Subject to Manufacturing, Procurement and/or Import Quota**

# The CSA creates a tightly controlled “closed system” of drug distribution.



Preventing diversion at this level of drug distribution is paramount to the success of the Diversion Program





# Code of Federal Regulations (CFR)

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“Codification of the general and permanent rules published in the Federal Register by the executive departments and agencies of the Federal Government.”

- The CFR is the “**how to**” guide for both the public and the Federal Government
- Individual agencies make additions or changes to the code
- Updated once per year (total of 50 titles)
- <https://www.ecfr.gov/current/title-21/chapter-II>





# Code of Federal Regulations (CFR)



## Code of Federal Regulations

A point in time eCFR system



Title 21

### CFR CONTENT

	Part / Section
▼ <b>Title 21</b> Food and Drugs	
▼ <b>Chapter II</b> Drug Enforcement Administration, Department of Justice	1300 – 1399
▶ <b>Part 1300</b> Definitions	1300.01 – 1300.06
▶ <b>Part 1301</b> Registration of Manufacturers, Distributors, and Dispensers of Controlled Substances	1301.01 – 1301.93
▶ <b>Part 1302</b> Labeling and Packaging Requirements for Controlled Substances	1302.01 – 1302.08
▶ <b>Part 1303</b> Quotas	1303.01 – 1303.37
▶ <b>Part 1304</b> Records and Reports of Registrants	1304.01 – 1304.55
▼ <b>Part 1305</b> Orders for Schedule I and II Controlled Substances	1305.01 – 1305.29
<b>Subpart A</b> General Requirements	1305.01 – 1305.07
<b>Subpart B</b> DEA Form 222	1305.11 – 1305.20
<b>Subpart C</b> Electronic Orders	1305.21 – 1305.29
▶ <b>Part 1306</b> Prescriptions	1306.01 – 1306.52
▶ <b>Part 1307</b> Miscellaneous	1307.01 – 1307.41
▶ <b>Part 1308</b> Schedules of Controlled Substances	1308.01 – 1308.50
▶ <b>Part 1309</b> Registration of Manufacturers, Distributors, Importers and	1309.01 – 1309.73

<https://www.ecfr.gov/current/title-21/chapter-II>



# The Federal Register (FR)

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“The Federal Register is the official publication for rules, proposed rules, and notices of Federal agencies and organizations, as well as executive orders and other presidential documents.”

- Communicated to the public
- Published daily
- **<https://www.federalregister.gov/>**





# FEDERAL REGISTER

The Daily Journal of the United States Government



Monday, February 23rd

# The Federal Register (FR)



## Current Issue

147 documents from 44 agencies (347 Pages)

128 Notices 1 Presidential Document 6 Proposed Rules 12 Rules

3 Significant Documents



## Public Inspection

### Special Filing

updated on 4:15 PM on Friday, February 20, 2026

2 documents from 2 agencies

1 Proposed Rule 1 Rule

### Regular Filing

updated on 8:45 AM on Monday, February 23, 2026

108 documents from 43 agencies

88 Notices 10 Proposed Rules

10 Rules

## Search Federal Register Documents



993,657 documents

Note: Documents older than 1994 are not searchable but can be found by FR citation.

<https://www.federalregister.gov/>





# Summary

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- International drug control system based on three treaties
- As a world leader in drug control efforts, the U.S. has consistently supported the requirements and spirit of the treaties
- Treaties form the basis for the statutory framework of the CSA and much of our drug control policy
- The CSA (and Congressional changes to the CSA) are implemented through the CFR, as communicated to the public in the FR





# Questions?

**United Nations Reporting and Quota Section (DRQ)**

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