

from the Vietnamese war. This development involves the Soviet-American consular treaty, which was signed in Moscow last year as another step in what then seemed to be a growing East-West thaw. The treaty, which had been under negotiation for 4 years, provided the legal framework for each country to expand its diplomatic representation beyond Moscow and Washington, a step which the administration favored as a means of creating good will and also of making it easier to look after the growing volume of American tourist travel in the U.S.S.R. Last month the Senate Foreign Relations Committee reported out the treaty with only one dissent. Subsequently, however, five members of the 18-member committee expressed doubts about the wisdom of permitting the Soviets to open offices outside of Washington. The opponents pointed out that FBI director J. Edgar Hoover has warned that the consular treaty is "a cherished goal of the Soviet intelligence" service. He didn't make it clear why plainly labeled Soviet diplomats would present a difficult problem for the FBI. But Senate leaders seem to feel unsure of getting the necessary two-thirds approval for the treaty, and at this point they do not plan to bring it up for a vote, their rationale presumably being that no treaty is preferable to a defeated treaty.

Russians in Illinois

Though the exchange program is generally insulated against the political winds that seem to be affecting the consular treaty, it never can be completely independent of the surrounding atmosphere, and not a season goes by without a few unpleasant incidents. In many of these cases it is hard to keep track of the provocation and response cycle, since our response can be their provocation, and vice versa. A recent round of ousters illustrates the situation. Last June the State Department ordered the expulsion from the U.S. of two Russians enrolled at the University of Illinois—Avenir Velikanov, an inorganic chemist, and Juri Pirogov, a ceramic engineer. According to the State Department they were expelled for having traveled more than 25 miles from the place of their studies without permission, Velikanov having gone to a meeting of the Electro-Chemical Society in San Francisco, and Pirogov having gone to Salt Lake City, Las Vegas, and Phoenix.

Both were here under the auspices of the Inter-University Committee on Travel Grants, which annually sponsors exchanges of 25 or so Soviet and American doctoral and postdoctoral students. Under the committee's agreement with the Soviets, the course of study is supposed to conclude with a tour of the host country. Permission, according to the State Department, is relatively simple to obtain: the visitor merely has to notify the State Department of his itinerary within 4 working days of departure; once having done this he does not even have to wait for specific approval. If he wishes to attend a professional meeting he must obtain an invitation. Otherwise, with the obvious exception of areas that have military significance, it would appear that Soviet exchangeees can move about rather freely, in the spirit of the international brotherhood of men of science.

Now, just a few days prior to the Electro-Chemical Society's meeting, Velikanov requested permission to attend. According to Robert Kolbe, assistant executive secretary of the society, "the bylaws of the society provide that Iron Curtain visitors must have the approval of the board to attend meetings." The board, Kolbe said, was en route to San Francisco for the meeting and could not be contacted. Therefore, permission, if not denied, was certainly not granted, although the meeting was wide open to the public and anyone who paid the registration fee could attend. On this basis, Velikanov walked in, sporting a name badge that listed his nationality. Someone—no one seems to know who— notified the State Department of his presence, and he was ordered to leave the country.

In the case of Pirogov, the State Department reports that he filed his travel itinerary as required, but that it was "turned down at the request of an agency other than the State Department for temporary reasons." Pirogov went anyway; his movements were reported to the State Department—by whom, it is not stated—and he, too, was told to get out. Not long after we kicked out the two University of Illinois Russians, their countrymen ousted one of our students from the University of Leningrad, on the grounds that he was distributing anti-Soviet literature. But before we expelled the Illinois Russians, it appears, they put out one of our people on undefined grounds;

at about the same time, we ousted some of their people on an assortment of charges, including a penchant for drink and poor academic standing. At present the score appears to be even. However, the Illinois Russians were expelled at about the time they were going to leave anyway, which may possibly have some effect on the official scoring.

Where is the truth? What does all this mean? It is difficult to say, since reliable information is sparse, and strong passions are easily aroused on the subjects of scientific freedom and how to get along with the Russians. The ouster of the Illinois Russians was the topic of a caustic letter that three scientists sent to an eastern newspaper. When one of them was asked if he could supply some details about the case, he replied, "I know very little about it. I just signed the letter."

Someone who knows a little more about it explained that the Russians have given our students a very difficult time on travel, insisting that they move about in groups accompanied by official guides; and, he said, they also skin our students on the rate of exchange for dollars. Are we retaliating by throwing out a few of their students? "No," was the answer, "but we feel that it is essential to insist upon the reciprocity principle to protect the rights of Americans who wish to study and travel in the Soviet Union."

—D. S. GREENBERG

Drug Abuse: Tighter Controls Placed on Amphetamines and Barbiturates; Law to Cover Other Drugs Later

The Food and Drug Administration is gearing up to administer a new law which places tighter controls on manufacturers and distributors of barbiturates, amphetamines, and other "psychoactive" drugs. The measure rolled through Congress almost frictionlessly and was signed into law by the President early in July.

Known as the Drug Abuse Control Amendments of 1965, the bill alters the Federal Food, Drug and Cosmetic Act. The new provisions do not go into effect until 1 February. The FDA, therefore, has time to prepare to enforce the new law, which, in essence, requires an increase in record-keeping along the chain of manufacture and distribution of stimulant and depressant drugs and also gives the FDA stronger investigatory powers.

A similar bill passed the Senate last year (*Science*, 25 September 1964) but was held up in the House when Commerce Committee chairman Oren Harris (D-Ark.) said it was too late in the session to hold adequate hearings. Harris, however, said that his committee would consider the matter early in the present session, and he carried through by holding hearings in late January and early February. The bill was reported favorably by the committee, passed the House by a vote of 402 to 0, and sailed through the Senate on a voice vote.

Enactment of tighter controls on amphetamines and barbiturates came as no surprise. The issue of "dangerous drugs" has been familiar in Congress at least since the 1951 hearings on narcotics and their control. But impetus to action was spurred early last year by the report of the President's Advisory Committee on Narcotics and Drug Abuse, which emphasized that controls on dangerous drugs were inadequate. Evidence that the bootleg business in these drugs has grown to grand proportions has also impressed Congress (an estimated 50 percent of the 9 billion amphetamine and barbiturate pills produced annually are diverted into illegal channels). And this year the President recommended enactment of drug legislation in both his message on health and his message on crime.

Last year the most controversial provision of the bill appeared to be the one which, instead of limiting its application to barbiturates and amphetamines, made it apply to "any substance which the Secretary [of Health, Education, and Welfare], after investigation, has found to be, and by regulation designated as, habit forming because of its stimulant effect on the central nervous system; or . . . any drug which contains any quantity of a substance which the Secretary, after investigation, has found to have, and by regulation designates as having, a potential for abuse because of its depressant or stimulant effect on the central nervous system or its hallucinogenic effect. . . ." (Marijuana and "hard" narcotics are all excluded from coverage by the law since they are under the jurisdiction of the Narcotics Bureau in the Treasury Department.)

In its report on the bill, the House committee made clear what it anticipated from FDA when it said, "The committee expects the Secretary, very soon after the effective date of the legislation, will proceed with the classification as depressant or stimulant of

those drugs which are already causing serious problems, primarily certain tranquilizers."

Observers last year had suggested that open-ended legislation, such as that proposed, would meet stiff opposition, particularly behind the scenes, because the market for tranquilizers is now so vast and so lucrative and because the public generally considers the use of tranquilizers less dangerous than the use of amphetamines and barbiturates.

Tranquilizers Debated

The weight of testimony in hearings was heavily on the side of FDA Commissioner George Larrick's remark that "tranquilizers are being increasingly implicated by medical evidence as agents of drug abuse," and of an FDA staff memorandum which said, "We believe that sufficient evidence has been presented to show that some tranquilizers, like barbiturates, can cause tolerance and psychic and physical dependence." And in neither the House nor the Senate did limitation of coverage of the bill to amphetamines and barbiturates become a serious issue.

The decision not to specify certain tranquilizers by name at the outset was taken, in part, because the American Medical Association argued that such specification might have an adverse action on patients being treated with the drugs. Primarily, however, the committee felt that bringing some drugs under the new controls immediately might create unfair competitive advantage for other drugs not named but having similar effects.

Under the new law wholesalers of depressant and stimulant drugs will be required to register with the FDA. Drug manufacturers, who already must register, will have to supplement their registration if they make drugs covered by the law.

All persons who deal in depressant or stimulant drugs will be required to prepare an accurate inventory of stocks on the day the law goes into effect. After that, it is assumed, the records on production, shipment, and sales regularly kept by manufacturers, wholesalers, and pharmacists will enable FDA inspectors to check for illegal diversion of drugs.

Pharmacists will be required to keep invoices and prescriptions for depressant and stimulant drugs for a 3-year period. Physicians who dispense drugs will be subject to the same rules.

The amendments also put a limit on

the time a prescription for stimulant or depressant drugs may remain in force, and on the number of refills permitted. After the law goes into effect, prescriptions for drugs found to have a potential for abuse will not be valid for more than 6 months nor refillable more than five times without authorization by the prescribing physician.

FDA has been given new enforcement authority. FDA agents will be authorized to seize stimulant and depressant drugs being manufactured or distributed illegally, to seize counterfeit drugs and the equipment used to make them, and to arrest persons engaged in illegal activities. FDA agents for the first time will be empowered to carry firearms when engaged in undercover operations, and in general they are given powers similar to those of agents of the Bureau of Narcotics.

Penalties reflect congressional concern at the increasing abuse of drugs by teenagers. Persons over 18 years of age who sell or give drugs to anyone under 21 are subject to prison terms of up to 2 years and fines of up to \$5000 for a first offense. A subsequent violation can bring imprisonment for up to 6 years and a fine of up to \$15,000. Where minors are involved, penalties are considerably less severe.

Plans for administration are still vague in some respects, in part because they are, in the bureaucratic phrase, "still in budgetary channels." The number of new agents to be assigned to enforcement of the amendments and the details of their training, for example, have not been announced. And action on the addition of drugs to the "potential for abuse" list remains a main item of interest.

The law provides that the Secretary may from time to time appoint committees of nongovernment experts to advise on whether regulations on any particular drug should be issued, amended, or repealed. No such committees have yet been named, but a good deal of internal committee work is understood to be in progress on the question.

Throughout the hearings it was evident that the committee was attempting to come to grips with the fact that the use of stimulant and depressant drugs is now exceedingly widespread and that the line between use and abuse can be a fine one. The question of a changing social attitude came to the surface occasionally, as, for example, in a colloquy between Representative

Brooks Succeeds Kistiakowsky as Head of NAS Committee on Public Policy

Harvey Brooks, dean of the division of engineering and applied physics at Harvard, has been named to succeed George B. Kistiakowsky as chairman of the National Academy of Sciences Committee on Science and Public Policy (COSPOP).

Dr. Kistiakowsky's 3-year term as chairman expired 30 June and, at his own request, was not extended, according to NAS president Frederick Seitz, who made the announcement. Dr. Kistiakowsky took the NAS post after serving as special assistant to the President for science and technology and chairman of the President's Science Advisory Committee. Dr. Kistiakowsky, professor of chemistry at Harvard, was elected to a 4-year term as vice president of NAS, beginning 1 July 1965.

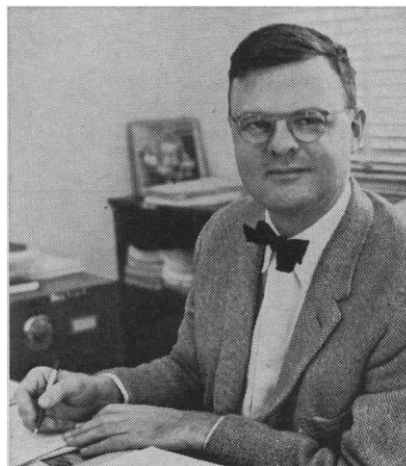
The Committee on Science and Public Policy was established in 1962 to make studies and recommendations on federal relations with the scientific community and on the employment of science for national-policy purposes. It has already issued reports on world and United States population, on federal support of basic research in institutions

of higher education, on a 10-year program for ground-based astronomy, and on basic research and national goals. It is completing a study of needs and opportunities in the broad field of chemistry and a parallel study of future requirements for the support of physics.

Brooks, 50, is a member of the National Science Board of the National Science Foundation and a former member and now a consultant of the President's Science Advisory Committee.

Brooks did his undergraduate work at Yale and earned his Ph.D. in physics from Harvard. During World War II he was a member of the staffs of the Harvard Underwater Sound Laboratory and of the Ordnance Research Laboratory at Pennsylvania State College. Later he joined the Research Laboratory of the General Electric Company. In 1950 he went to Harvard as Gordon McKay Professor of Applied Physics. In 1960 he was one of the first five recipients of the Ernest Orlando Lawrence award of the Atomic Energy Commission.

Other committee members whose terms have expired are H. W. Bode,



Harvey Brooks

Melvin Calvin, A. L. Lehninger, Harry L. Shapiro, and Tracy L. Sonneborn.

New members of the committee are Preston E. Cloud, Jr., University of Minnesota; Arthur C. Cope, M.I.T.; Fred Eggan, University of Chicago; Jesse L. Greenstein, Mt. Wilson and Palomar Observatories; G. Evelyn Hutchinson, Yale; William D. McElroy, Johns Hopkins; Cyril Stanley Smith, M.I.T.; and R. L. Wilder, University of Michigan.

J. J. Pickle (D-Texas) and Dr. John Griffith, a psychiatrist, and director of the Oklahoma Mental Health Planning Committee, when Pickle asked if we as a people "have become too pill happy."

Mr. Pickle. I actually get to feeling it is a sort of status symbol, that the [greater] number of pills you have, the better off you are.

Dr. Griffith. Well that might be true.

Mr. Pickle. You have a pill for everything and your medicine closets are so full now that you have a problem on knowing which one to take.

Dr. Griffith. This is an age of instant happiness. We like to get things quickly, and if peace of mind can be obtained with a pill, then it is attractive to a lot of people.

During the hearings an analogy between abuse of dangerous drugs and alcoholism was repeatedly suggested. And in its report the House committee noted that "the committee is mindful of the difficulties which this country

had in its attempted regulation of alcoholic beverages and therefore has provided for regulation of depressant and stimulant drugs by increased record-keeping and inspection provisions rather than by imposing more rigid controls." The new legislation does not apply to the user of a dangerous drug, even if the drug is obtained illicitly, and in this it differs from the narcotics laws, under which possession is a punishable offense.

The new provisions, therefore, define a calculatedly limited response to the problem. In its report the House committee acknowledged that other measures might be required when it noted, "The committee was told during the hearings several times that it was unlikely that the enactment of the bill would wipe out the problem in the United States. The committee hopes that the enactment of the bill, plus the institution of voluntary self-regulation on the part of all levels of the drug

manufacturing and distributing industries involved, plus increased vigilance on the part of those responsible for prevention of smuggling, will reduce this problem to a minimum and thereby eliminate the possible necessity for the future enactment of more stringent legislation than the reported bill."

—JOHN WALSH

Staff Addition to News and Comment

Luther J. Carter, formerly Washington correspondent for the *Norfolk Virginian-Pilot*, has joined the *Science* News and Comment staff. Carter, 37, is a graduate of Duke University, and later studied at the Graduate Institute of International Studies at Geneva. He was a Congressional Fellow of the American Political Science Association in 1960-61 before beginning his Washington assignment for the *Virginian-Pilot*.