

Geneva, July 29th, 1926

**LEAGUE OF NATIONS**

**ADVISORY COMMITTEE ON TRAFFIC IN OPIUM  
AND OTHER DANGEROUS DRUGS**

**REPORT TO THE COUNCIL ON THE WORK  
OF THE EIGHTH SESSION OF THE COMMITTEE**

*Geneva, May 26th to June 8th, 1926.*

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs has the honour to submit to the Council of the League of Nations the following report on the work of its Eighth Session.

All the members of the Committee were present with the exception of the representative of Bolivia.

The Committee had the pleasure of welcoming for the first time Colonel Arthur Woods, former Police Commissioner for New York City, whom the Council had appointed as assessor on the Committee by reason of his special knowledge of police measures to suppress the clandestine traffic.

M. Brenier had expressed his regret at not being able to attend this session, and the third assessor had not yet been appointed by the Council.

Mr. Pinkney Tuck, Consul of the United States of America at Geneva, had been appointed by his Government to attend in an unofficial capacity.

The following is a complete list of the persons present during the session:

M. BOURGOIS (Chairman) . . . . .	<i>France</i>
Dr. ANSELMINO (Vice-Chairman). . . . .	<i>Germany</i>
Sir Malcolm DELEIVINGNE, K.C.B. . . . .	<i>British Empire</i>
His Excellency M. CHAO-HSIN CHU . . . . .	<i>China</i>
Sir John CAMPBELL, C.S.I. . . . .	<i>India</i>
M. SUGIMURA . . . . .	<i>Japan</i>
M. W. G. VAN WETTUM . . . . .	<i>Netherlands</i>
His Excellency M. FERREIRA . . . . .	<i>Portugal</i>
M. Constantin FOTITCH. . . . .	<i>Kingdom of the Serbs, Croats and Slovenes</i>
His Highness Prince CHAROON. . . . .	<i>Siam</i>
M. DINICHERT. . . . .	<i>Switzerland</i>
<hr/>	
Mr. S. Pinkney TUCK . . . . .	<i>United States of America</i>
<hr/>	
Colonel Arthur Woods . . . . .	<i>Assessor</i>

After the election of the Chairman and the Vice-Chairman and the adoption of the agenda, the Committee held twenty-one public meetings and four private meetings.

M. VON PFLÜGL, on behalf of the Austrian Government, attended one of the meetings of the Committee, and, after discussion, announced that his Government would withdraw the reservation which it had attached to its signature of the Convention adopted by the Geneva Convention of 1925.

The documents which were submitted to the Advisory Committee during this session have led it to form two important conclusions, namely, that the illicit traffic is very great, and that the data at the disposal of the Committee for keeping in touch with international traffic, both licit and illicit, are insufficient.

The present position appears to be a very serious one. The seizures of manufactured drugs and of opium have been very large, and there is no doubt that the quantity of drugs manufactured is considerably in excess of medical and scientific requirements.

The Committee had before it a long list of seizures reported to the Secretariat by different Governments and detailed reports of investigations undertaken in various countries into important cases of illicit traffic. These documents are too voluminous to print *in extenso*, but the Committee thinks it advisable to extract and quote from the mass of information before it two sets of figures which illustrate the scale on which the illicit traffic is carried on.

The authorities at Hong-Kong seized during 1924, 338 kilogrammes of morphine, 150 kilogrammes of heroin and 57 kilogrammes of cocaine.

The Chinese Maritime Customs, during the years 1923 to 1925, seized 70,652 kilogrammes of home-produced opium, 13,919 kilogrammes of foreign opium, 114 kilogrammes of opium dross, 1,204 kilogrammes of morphia and 816 kilogrammes of cocaine and heroin.

Until the Geneva Convention of February 19th, 1925, comes into operation, effective control of the international traffic will be extremely difficult. In its first resolution, the Committee desired to express its strong desire that the various countries should ratify this new Convention as soon as possible in order that all the machinery of control set up by it might be brought into operation. It will be seen from Annex 3 that very few countries have so far ratified or adhered to this convention.

Ratification by countries Members of the Council is of particular importance, since, under Articles 36 and 19, the coming into force of the Convention depends on their ratification.

The fact that the new diplomatic instrument has not yet come into force has led to an unfortunate situation so far as the work of the Committee is concerned.

The Committee was somewhat embarrassed by the fact that, although it appreciated the urgency of new measures of control, it was yet unwilling to propose their adoption by Governments at a moment when it was awaiting the early execution of the Convention which makes provisions for measures of that very kind.

#### APPLICATION OF THE HAGUE CONVENTION.

##### *Examination of the Annual Reports.*

Pending the coming into force of the Geneva Convention of February 19th, 1925, the Committee has been obliged to confine itself generally to an examination of the manner in which the Hague Convention is applied. The Committee has attached special importance to the examination of the annual reports supplied by the Governments. It would call attention to Annex 4 to this report and would point out that some countries have sent in no report to the League, that others have sent in reports at irregular intervals and that some have sent in reports which are incomplete. The Committee has thought fit to draw the attention of the signatory States by various resolutions to the importance that it attaches to the annual reports, as otherwise it is unable to form an estimate of the world situation as regards the traffic in drugs.

The Committee has therefore voted the following resolutions:

- Resolution III dealing with the regularity of annual reports;
- Resolution IV dealing with statistics of seizures;
- Resolution V dealing with statistics concerning coca.

A special resolution (No. VI) deals with the ratification of the Hague Convention by Turkey.

The Committee is impressed by information it has received which indicates that illicit traffic is being carried on in certain countries which have not yet furnished the annual reports which the League has asked for, nor any information as to the laws which have been adopted for the control of the traffic in opium and the drugs, in accordance with the provisions of the Hague Convention. The Committee would be glad if the Secretary-General would make every effort in his power to ensure the transmission of these reports and of the laws in question. It has decided to adjourn further consideration of the matter until it has learnt the result of such action.

During the discussion on the present situation, M. van Wettum made a statement to the effect that, as a consequence of the lack of purchasers, the stock of coca leaves in Amsterdam had never been so high as now, and reached a figure of about 860 tons. A Coca Planters' Association had been formed in November 1925 and had concluded an agreement with most of the cocaine manufacturers in Europe. Some producers had already diminished the area of their coca plantations and others had decided this year to grow only a partial crop.

#### EXPORT OF OPIUM FROM THE PERSIAN GULF.

In its last year's report, the Committee had devoted a special paragraph to the question of the exports of opium from the Persian Gulf to the Far East and had submitted a series of resolutions on this subject. The Committee has once more examined this question and has noted that the situation has not improved (see Annex 6 to this report).

The Committee therefore considers it its duty to lay particular stress in resolution VII on the recommendations regarding the regulation of ships engaged in carrying opium in the Persian Gulf similar to those which it made last year and to which effect has not yet been given. The report which the Commission of Enquiry recently sent to Persia will shortly submit to the Council will be particularly interesting to the Advisory Committee in its work.

### SPECIAL RECOMMENDATIONS.

After an exchange of views, the members of the Committee thought that it was advisable to ask the Council to draw the attention of the Governments to a certain number of measures referred to in resolutions VIII, IX and X. These measures are connected with maritime insurance policies (see Annex 7), smuggling carried out by means of the post (see Annex 8), and the necessity of direct contact between the authorities responsible for enforcing the laws regarding the illicit traffic. The Committee also calls attention to a new method of smuggling adopted by the illicit traffickers with the Far East which is described in Annex 9.

The Committee's attention was drawn to the value of having two copies of the import certificates sent to the exporting country. It took no resolution on this subject, as it considered that it was for the Governments concerned, if they thought it advisable, to come to a direct agreement between themselves on this point.

During the session, Colonel Arthur Woods made a statement on the control of the drug traffic. This statement was regarded by the members of the Committee as of particular importance. At the suggestion of the Chairman, Colonel Woods has prepared a summary of his specific recommendations, which are herewith submitted in Annex 10.

### POSITION IN THE FAR EAST.

The Agreement drawn up by the First Geneva Conference will come into force between three of the signatory countries on July 28th, 1926. It still remains to be ratified by four States, and the Committee would ask the Council to use its utmost efforts to secure the early ratification of the Agreement by those States.

The representative of the Government of India made an important declaration on the policy which his Government had adopted in respect of the export of opium. This policy is stated in the following resolution, which has been unanimously accepted by the Council of State and the Legislative Assembly in India:

“ This Council recommends to the Governor-General in Council that immediate steps should be taken to give effect to the policy of progressively reducing the exports of opium from India, except for strictly medicinal and scientific purposes, so as to extinguish them altogether within a definite period.”

The representative of India informed the Committee that, though he was not in a position at present to state what period would be fixed for the extinction of all exports of opium from India except for medicinal and scientific purposes, he could give them an assurance that that period would not be unduly prolonged. It is understood that an announcement, definitely fixing the period, may be expected from the Government of India in the near future. It was also intimated that, when the agreement for the direct sale of raw opium to the Government of Indo-China came into force, the Calcutta auction sales would be abandoned.

The representative of the Japanese Government informed the Committee that a Supreme Council, composed of the Minister of Foreign Affairs and high Government officials, will be instructed to examine, among other questions, the most suitable measures for the suppression of the illicit traffic.

The situation in China does not appear to have changed much since the last session.

### DOCUMENTS AT THE DISPOSAL OF THE COMMITTEE.

The Committee thought it necessary to ask the Secretariat to take a certain number of steps to complete its collection of documents, particularly in respect of the legislation of the various countries (see resolution XI) and the regime of free ports. It considered it desirable to have exact information on the regime for ensuring the control of opium and drugs in free ports and free zones, and has therefore asked the Secretariat to prepare as complete a list as possible of free ports and free zones and a summary of the systems by which the control in question is exercised.

The Committee also took cognisance of the report of the Office international d'hygiène publique, which dealt with Article 8 of the Geneva Convention of February 19th, 1925. Certain points were raised by Dr. Anselmino on this report, and the Committee agreed to ask the Health Committee to confer with Dr. Anselmino before taking a decision on the report.

The Committee has also asked the Secretariat to draw up a list of the documents already published by the Section and to collect all the resolutions adopted by the Advisory Committee, by the Council and by the Assembly. A list of books dealing with drug problems will be made.

The Committee took note of a document drawn up by Dr. Anselmino with regard to the conditions governing the import and export of narcotics in various countries, colonies, and territories, whether by the ordinary channels or by post. Copies of this list can be obtained from the Secretariat by the countries interested when it has been revised by its author.

The Committee had before it a summary of the annual reports received from Governments, with statistical tables, which had been prepared by the Secretariat, and which will be printed

as an annex to the minutes of its proceedings. The Committee noted a number of discrepancies between the figures of exports and imports as returned by different countries; and it recommends that in future all important discrepancies should be examined by the Secretariat, in consultation with the Governments concerned, before the summary is submitted to the Committee (see the resolution adopted by the Committee at its meeting last year, which received the approval of the Council and of the Assembly). The work of the Committee would also be greatly facilitated if the statistics could be analysed and summarised before the meeting of the Committee, so as to present a general view of the world situation in regard to the production, manufacture and distribution of the drugs. It recognises that this will place additional work on the Secretariat, and it accordingly welcomes the proposal, which it understands has been made by the Secretary-General, to add an additional member to the Section. For some time this Section will be responsible for particularly important work, but part of that will, when the new Geneva Convention of February 19th, 1925, comes into force, be transferred to the organisation provided for by that Convention.

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RESOLUTIONS.

I.

The Committee, after examining the information before it relating to the illicit traffic, points out the gravity of the present situation. Considerable seizures of the manufactured drugs and of opium continue to be made, and there is no doubt that the drugs continue to be manufactured on a scale vastly in excess of the world's medical and scientific requirements. Pending the coming into operation of the Geneva Convention of February 19th, 1925, it is extremely difficult to secure an effective control of the international traffic, and the Committee desires to urge as strongly as possible that all States should complete their ratification without delay in order that the machinery of control provided for by the Convention may be brought into operation during the present year. It is, in particular, important to secure ratification by the States Members of the Council in view of the provisions of Articles 36 and 19.

II.

The Committee recommends that the administrations called upon to decide on an application for export of drugs to a country not applying a system of import authorisations should endeavour to ascertain whether the application submitted to them is a legitimate one. This recommendation is made in the spirit which inspired Article 18 of the Geneva Convention of February 19th, 1925.

III.

The Committee requests the Council to draw the attention of those States Members of the League of Nations and Parties to the Hague Convention which do not regularly send in annual reports on the traffic in opium and dangerous drugs, or whose reports are incomplete, to the great importance that the Advisory Committee attaches to the regular receipt of full reports, which are the only means by which the Committee can keep informed on the international traffic.

IV.

The Committee recommends that the Governments, in their annual reports to the League, should be asked to state the total quantities of each of the drugs (including opium) seized by their authorities during the year, taking care to distinguish the seizures made by the Customs authorities from other seizures.

V.

The Committee desires to draw the attention of the Council to the desirability of obtaining from all countries producing coca the statistics provided for in Article 22 of the Geneva Convention of February 19th, 1925, in so far as they relate to the export of this raw material and of crude cocaine.

The Committee requests the Council to ask the Secretary-General to approach the Governments of those producing States which have not yet supplied these statistics with a view to obtaining this information.

VI.

In view of the fact that Turkey has not yet adhered to the Hague Convention and that a control over the export of opium from Turkey in accordance with the provisions of the Convention is not, so far as the Committee is aware, being exercised by the Government of that country;

In view also of the resolution of the Fourth Assembly of the League of Nations calling attention to the fact that the Government of Turkey has undertaken in the Treaty of Lausanne to adhere to the Convention:

The Committee asks the Council to request the Government of Turkey to adhere to the Convention as soon as possible.

VII.

The Committee has again examined the situation in regard to the export of opium from the Persian Gulf to the Far East. The bulk of the opium exported from the Gulf continues to be sent to the Far East under false declaration of destination and undoubtedly finds its way into the illicit traffic. The Committee notes that the recommendation made by it in paragraph (b) of resolution II of its Report for 1925, that Powers whose ships are engaged in traffic with the Persian Gulf should adopt measures to control the conveyance of opium from the Persian Gulf on such ships and to prevent its diversion into the illicit traffic, has not been carried out except by one of the States whose ships are engaged in the traffic with the Far East. The result has been that, while the measures taken by the latter Power have prevented the traffic from being carried on in the ships of that Power, the traffickers continue to carry it on on the ships of other countries. It accordingly asks the Council to make urgent representations to the Governments of the countries whose ships were engaged in the traffic during the past year to take the necessary measures for the control of the traffic. Further, the Committee recommends that the Governments of Powers having extra-territorial rights in Persia should be asked to institute a control over their nationals in Persia on the lines of the regulations already made by some Powers in order to prevent their engaging in the illicit traffic in opium.

VIII.

The Committee desires to call special attention to the steps taken in Great Britain in regard to maritime insurance with a view to preventing the insurance of consignments of opium or drugs destined for illicit purposes, and would urge that similar steps should be taken as soon as possible in other countries whose nationals undertake the business of maritime insurance.

IX.

The Committee draws special attention to the evidence it has received of the extensive use of the post by illicit traffickers in morphine and the other drugs with the Far East. As this is a danger to which all countries are exposed, the Committee recommends:

- (a) That the Council should bring the matter to the notice of all Governments and of the Universal Postal Union;
- (b) That notice of any seizure of drugs sent from abroad through the post should be sent immediately, with particulars of the place at which and the date on which the drugs were posted, to the authorities of the country from which the drugs were sent;
- (c) That a list of all such seizures and of the results of the investigations made should be included in the annual reports of the Governments to the League.

X.

The Advisory Committee asks the Council to draw the attention of the Governments to the importance of direct communication between the authorities which are entrusted with the enforcement of the laws on the suppression of the illicit traffic. The Committee has already several times laid stress on this point, and the matter is dealt with in Article 3 of the Final Act of the Second Opium Conference.

Communications of this kind might be established either by exchange between these authorities of information on administrative or police measures or by direct contact between the said authorities.

XI.

The Advisory Committee requests the Council to instruct the Secretary-General to ask those States which have not yet communicated their legislation on opium and drugs to do so and to give notice of any new laws which may be promulgated.

*President:*

(Signed) G. BOURGOIS.

*Vice-President:*

(Signed) Dr. ANSELMINO.

*Acting Secretary:*

(Signed) H. C. BERG.



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**Annex 1.**

THE HAGUE OPIUM CONVENTION OF 1912: LIST OF RATIFICATIONS, ETC.

<i>Ratifications</i>	<i>Signatures of Protocol putting Convention into force</i>
Albania	Albania <sup>1</sup>
Australia	Australia
Austria	Austria
Belgium	Belgium
Bolivia	Bolivia
Brazil	Brazil
Bulgaria	Bulgaria
Canada	Canada
Chile	Chile
China	China
Colombia	Colombia
Costa Rica	Costa Rica
Cuba	Cuba
Czechoslovakia	Czechoslovakia
Danzig	
Denmark	Denmark
Dominican Republic	
*Ecuador	Ecuador
Esthonia	
Finland	Finland
France	France
*Germany	Germany
Great Britain	Great Britain
Greece	Greece
Guatemala	Guatemala
Haiti	Haiti
Honduras	Honduras
Hungary	Hungary
*Iceland	Iceland
India	India
Irish Free State	Irish Free State
Italy	Italy
Japan	Japan
Latvia	Latvia
Liberia	Liberia
Luxemburg	Luxemburg
*Mexico	Mexico
*Monaco	Monaco
Netherlands	Netherlands
New Zealand	New Zealand
Nicaragua	Nicaragua
Norway	Norway
Panama	Panama
Peru	Peru
Poland	Poland
Portugal	Portugal
Roumania	Roumania
Salvador	Salvador
Kingdom of the Serbs, Croats and Slovenes	Kingdom of the Serbs, Croats and Slovenes
Siam	Siam
Spain	Spain
Sweden	Sweden
Switzerland	Switzerland
Union of South Africa	Union of South Africa
*United States of America	United States of America
Uruguay	Uruguay
Venezuela	Venezuela

\* Not members of the League.

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**Annex 2.**

AGREEMENT DRAWN UP BY THE FIRST OPIUM CONFERENCE, FEBRUARY 11TH, 1925: LIST OF SIGNATURES, RATIFICATIONS AND ADHESIONS.

<i>Agreement</i>	<i>Signatures</i>		<i>Ratifications</i>	
	<i>Protocol</i>	<i>Final Act</i>	<i>Agreement</i>	<i>Protocol</i>
France	France	France	France	France
Great Britain	Great Britain	Great Britain	Great Britain	Great Britain
India	India	India	India	India
Japan	Japan	Japan		
Netherlands	Netherlands	Netherlands		
Portugal	Portugal	Portugal		
Siam	Siam	Siam		

**Annex 3.**

CONVENTION DRAWN UP BY THE SECOND OPIUM CONFERENCE, FEBRUARY 19TH, 1925: LIST OF SIGNATURES, RATIFICATIONS AND ADHESIONS.

<i>Convention</i>	<i>Signatures</i>		<i>Ratifications</i>	
	<i>Protocol</i>	<i>Final Act</i>	<i>Convention</i>	<i>Protocol</i>
Albania	Albania	Albania		
Australia	Australia	Australia	Australia	Australia
Austria (with re- servation)				
Belgium		Belgium		
Brazil		Bolivia		
Bulgaria	Bulgaria	Brazil		
Canada	Canada	Bulgaria		
Chile	Chile			
Cuba	Cuba	Cuba		
Czechoslovakia	Czechoslovakia	Czechoslovakia		
Denmark		Denmark		
France		France		
Germany	Germany	Germany		
Great Britain	Great Britain	Great Britain	Great Britain	Great Britain
Greece	Greece	Greece		
Hungary		Hungary		
India	India	India	India	India
Irish Free State		Irish Free State		
Japan	Japan	Japan		
Latvia	Latvia			
Luxemburg	Luxemburg	Luxemburg		
Netherlands	Netherlands	Netherlands		
New Zealand	New Zealand	New Zealand	New Zealand	New Zealand
Nicaragua	Nicaragua	Nicaragua		
Persia	Persia	Persia		
Poland		Poland		
Portugal	Portugal	Portugal		
Kingdom of the Serbs, Croats and Slovenes	Kingdom of the Serbs, Croats and Slovenes	Kingdom of the Serbs, Croats and Slovenes		
Siam	Siam	Siam		
Sudan	Sudan		Sudan	Sudan
Spain		Spain		
Switzerland		Switzerland		
Union of South Africa	Union of South Africa		Union of South Africa	Union of South Africa
Uruguay		Uruguay		
<i>Adhesions</i>				
Egypt				
Roumania				
Salvador				
San Marino				
Sarawak				



Annex 4.

STATEMENT WITH REGARD TO ANNUAL REPORTS RECEIVED FROM GOVERNMENTS MEMBERS OF THE LEAGUE AND PARTIES TO THE OPIUM CONVENTION OF 1912.

× denotes that a report has been sent.  
— denotes that no report has been sent.

	1921	1922	1923	1924	1925
Abyssinia . . . . .	Letter despatched to the Secretariat on October 23rd, 1923. No manufacture, consumption or traffic. Small quantities imported for medicinal purposes.				
Albania . . . . .	Letter despatched to Secretariat on March 10th, 1923. Cannot answer questions in annual report form. Dangerous drugs only used for medicinal purposes.				
Argentina . . . . .	—	—	—	—	—
Australia . . . . .	×	—	×	—	—
Austria . . . . .	—	×	×	×	—
Belgium . . . . .	×	×	×	×	×
Bolivia . . . . .	×	×	—	—	—
Brazil . . . . .	—	×	—	—	—
Bulgaria . . . . .	—	—	×	×	—
Canada . . . . .	—	×	×	×	—
Chile . . . . .	×	×	×	—	—
China . . . . .	—	×	—	—	—
Colombia . . . . .	—	—	—	—	—
Costa Rica . . . . .	—	—	—	—	—
Cuba . . . . .	×	×	×	—	—
Czechoslovakia . . . . .	—	—	×	×	—
Danzig . . . . .	—	—	×	×	—
Denmark . . . . .	—	×	×	×	—
Dominican Republic . . . . .	Letter despatched to the Secretariat on January 10th, 1924. No manufacture. Imports chiefly from France and the United States.				
Ecuador . . . . .	—	—	—	—	—
Esthonia . . . . .	×	×	×	×	—
Finland . . . . .	—	—	×	×	×
France . . . . .	—	—	×	×	—
Germany . . . . .	×	—	—	—	—
Great Britain . . . . .	×	×	×	×	×
Greece . . . . .	×	×	×	×	×
Guatemala . . . . .	×	×	—	—	—
Haiti . . . . .	Letter despatched to the Secretariat on January 8th, 1924. No year stated, but annual imports, exports and consumption given.				
Honduras . . . . .	—	—	—	—	—
Hungary . . . . .	×	×	×	×	—
Iceland . . . . .	—	—	—	—	—
India . . . . .	×	×	×	×	—
Irish Free State . . . . .	—	—	—	—	—
Italy . . . . .	—	×	—	×	—
Japan . . . . .	×	×	×	×	—
Latvia . . . . .	—	—	—	—	—
Liberia . . . . .	Letters despatched May 8th, 1923, and February 20th, 1924. No traffic in the country.				
Lithuania . . . . .	×	×	×	×	—
Luxemburg . . . . .	—	—	—	—	—
Mexico . . . . .	—	—	—	—	—
Monaco . . . . .	Letter despatched on November 8th, 1923. No year given.				
Netherlands . . . . .	×	×	×	×	—
New Zealand . . . . .	×	×	×	×	—
Nicaragua . . . . .	—	—	—	—	—
Norway . . . . .	—	×	×	×	—
Panama . . . . .	Letter despatched on March 26th, 1923, saying that details were sent in reply to questionnaire of 1921.				

	1921	1922	1923	1924	1925
Paraguay . . . . .	—	—	—	—	—
Persia . . . . .	×	×	—	—	—
Peru . . . . .	—	—	—	—	—
Poland . . . . .	×	×	×	×	—
Portugal . . . . .	—	—	—	—	—
Roumania . . . . .	×	×	×	×	—
Salvador . . . . .	No year given. General information despatched to the Secretariat on June 20th, 1923.				
Kingdom of the Serbs, Croats and Slovenes . . . . .	—	—	—	—	×
Siam . . . . .	×	×	×	×	—
Spain . . . . .	—	—	×	×	—
				(first three months only)	
Sweden . . . . .	—	×	×	×	—
Switzerland . . . . .	Statistics for 1921, 1922 and 1923 sent by Dr. Carrière (doc. O. C. 206) <sup>1</sup> .				
Union of South Africa . . . . .	×	×	×	×	×
United States of America . . . . .	×	×	×	×	×
Uruguay . . . . .	—	—	—	—	—
Venezuela . . . . .	×	—	—	—	—

STATEMENT WITH REGARD TO ANNUAL REPORTS RECEIVED FROM THE MORE IMPORTANT COLONIES, POSSESSIONS OR TERRITORIES BELONGING TO STATES MEMBERS OF THE LEAGUE.

	1921	1922	1923	1924	1925
<i>Colonies, etc.</i>					
British:					
Ceylon . . . . .	×	×	×	×	×
Hong-Kong . . . . .	—	×	×	×	—
Straits Settlements . . . . .	×	×	×	×	—
French:					
Indo-China . . . . .	×	×	×	×	—
Japanese:					
Chosen . . . . .	×	×	×	×	—
Formosa . . . . .	×	×	×	×	—
Kwantung Leased Territory . . . . .	×	×	×	×	—
Netherlands:					
Netherlands East Indies . . . . .	×	×	×	×	—
Portuguese:					
Macao . . . . .	—	×	—	×	—

<sup>1</sup> Imports and exports for last five months only

**Annex 5.**

**IMPORT CERTIFICATE SYSTEM.**

*States which have accepted  
the system and put it into  
force*

*States which have accepted  
the system but have not yet  
put it into force*

*States which have ac-  
cepted the system but  
have not yet intimated  
whether it is in force  
or not.*

Albania  
Australia  
Austria  
Belgium  
Bulgaria  
Canada  
Cuba  
Czechoslovakia  
Danzig  
Denmark  
Finland  
Germany  
Great Britain  
Greece  
Guatemala  
Haiti  
Hungary  
India  
Irish Free State  
Italy  
Japan  
Latvia  
New Zealand  
Norway  
Panama  
Poland  
Portugal  
Siam  
Spain  
Sweden  
Switzerland  
Union of South Africa  
United States of America

Netherlands

Brazil  
Lithuania

*Colonies, Possessions and Mandated Territories:*

**British:**

*Note:* The British Government has accepted the system on behalf of 39 colonies and for the following mandated territories:

Palestine  
Iraq

Togoland  
Cameroons

Tanganyika

**Japanese:**

Chosen  
Formosa  
Kwantung Leased Territory

**Netherlands:**

Curaçao  
Netherlands East Indies

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Annex 6.

(a) EXTRACT FROM DOCUMENT O. C. 417: LIST OF SHIPS KNOWN TO HAVE CARRIED OPIUM FROM THE PORT OF BUSHIRE.

Vessel	Date	Number of cases of opium	Declared destination of opium	Flag	Remarks
<i>Joh. Ludw. Mowinckel.</i>	5.VII.25	100 813	Keelung Vladivostock	Norwegian	Sailed with 100 cases of opium declared for Keelung and 813 cases declared for Vladivostock. According to the <i>Macao Gazette</i> , the S.S. <i>Mowinckel</i> arrived at Macao on August 5th and departed on the same day for Keelung. On August 15th the vessel was at Keelung and unloaded 100 cases of opium. The S.S. <i>Mowinckel</i> is registered at Lloyd's and her port of registry is Bergen.

Note: This information was furnished by the British representative in a letter to the Secretariat dated October 28th, 1925.

O. C. 417 (a).

(b) SHIPMENTS OF PERSIAN OPIUM KNOWN TO HAVE BEEN SHIPPED FROM THE PORT OF BUSHIRE DURING THE PERIOD JUNE 1ST, 1925, TO APRIL 30TH, 1926.

(Communicated by Sir Malcolm Delevingne on May 12th, 1926, in continuation of previous memorandum appearing as Annex 4 to the Report on the Seventh Session of the Advisory Committee.)

Vessel	Date	Number of cases of opium	Declared destination of opium	Flag	See Note
<i>Tai Tak</i>	5.VI.25	181	Keelung	Portuguese	A.
<i>Neidentfels</i>	21.VI.25	30	New York	German	
<i>Joh. Ludw. Mowinckel</i>	5.VII.25	813	Vladivostock	Norwegian	B.
		100	Keelung		
<i>Honan</i>	21.VII.25	400	Vladivostock	Chinese	C.
<i>Vasna</i>	26.VII.25	100	Kobe	British	F.
<i>Kibi Maru</i>	23.VII.25	171	Vladivostock	Japanese	
<i>Varela</i>	23.VIII.25	100	Keelung	British	F.
<i>Varsova</i>	9.X.25	100	Keelung	British	F.
<i>Nagasaki</i>	4.XI.25	151	Vladivostock	Chinese	
<i>Sanyo Maru</i>	7.XI.25	239	Vladivostock	Japanese	
<i>Yeroppa Maru</i>	7.XI.25	531	Vladivostock	Japanese	
<i>Yietoku Maru</i>	20.XI.25	490	Vladivostock	Japanese	
<i>Lotte Leonhardt</i>	21.XI.25	10	Marseilles	German	
<i>Philadelphia</i>	27.XI.25	279	Vladivostock	Chinese	D.
<i>Tai Tak</i>	9.XII.25	326	Vladivostock	Portuguese	A.
<i>Bankura</i>	21.XII.25	100	Dairen	British	F.
		100	Keelung		
<i>Varsova</i>	31.I.26	100	Dairen	British	F.
<i>Honan</i>	2.III.26	550	Vladivostock	Chinese	C.
<i>Prominent</i>	10.III.26	445	Vladivostock	Norwegian	
<i>Kuma Moto Maru</i>	13.III.26	319	Vladivostock	Japanese	
<i>Sanyo Maru</i>	24.III.26	413	Vladivostock	Japanese	
<i>Hachiro Maru</i>	20.IV.26	621	Vladivostock	Japanese	

The total amount of Persian opium mentioned in this table as having been exported from Bushire is 6,669 cases, or approximately 477 tons.

Total amount of Persian opium declared for:

Vladivostock	was	5,784	cases,	or	approximately	422	tons.
Dairen	»	200	»	»	»	14 1/4	»
Keelung	»	581	»	»	»	41 1/2	»
Kobe	»	100	»	»	»	7	»

Of that declared for Vladivostock, 2,784 cases were carried upon Japanese, 1,101 on Chinese, and 1,258 on Norwegian vessels.

(For the purpose of these calculations, the weight of a chest has been taken as 160 lb.)

Notes.

A. For the previous history of the S.S. *Tai Tak*, see Note G in Annex 4 to the report of the Seventh Session of the Opium Advisory Committee, and the notes on the S.S. *Coloane* (the previous name of this vessel) in Note 7 of League document C. 515. M. 185. 1924. XI. Under the name of the S.S. *Dashtistan*, she was owned by Nemazee & Co. (see note B), but was sold by them on September 26th, 1923, to one H.H. d'Acquico Camiero, a Portuguese subject.

B. The S.S. *Joh. Ludw. Mowinkel* was chartered on time charter from the Norwegian owners by the firm of Nemazee & Co., of Bombay, who are connected with or are a branch of the firm of that name at Shanghai with branches at Macao, Hong-Kong and in Persia. This firm is notorious for its connection with the illicit opium traffic between Persia and the Far East; they were for instance responsible for the shipments of opium upon the S.S. *Ferrara*, *Frangistan*, *Tangistan* and *Georgistan* referred to in Note 7 of League document C. 515. M. 185. 1924. XI, and Note D of Annex 4 of the report above mentioned. According to the *Macao Gazette*, the S.S. *Joh. Ludw. Mowinkel* arrived at Macao on August 5th and departed the same day for Keelung, and, in a statement made by the Norwegian shipowner to the Norwegian Foreign Office and communicated to the Secretary-General, he says that he was informed by the master that the vessel left Bushire on July 4th with 100 tons of opium for Macao and that an arrangement had been made that a Portuguese gunboat should meet the vessel off the China Coast to protect it against pirates and escort it to port. The official Macao opium return for August shows the import of 360 cases of Persian and 100 cases of Benares opium.

On August 15th, the vessel was at Keelung and unloaded 100 cases there. No information has been received as to its subsequent movements.

C. The S.S. *Honan* is identical with the S.S. *Promethean* (cf. Annex 4 of the report above mentioned). She arrived at Shanghai on March 26th, 1925, under the Chinese flag, having been registered at Canton and being owned by Li Po San, a Chinese citizen. She was sold at Shanghai by the latter to a man named Chow Chin Liu, a Brazilian citizen. After the sale her name was changed to the *Ad Infinitum* and she cleared from Shanghai under the Brazilian flag for Keelung on March 28th, 1925. In July she appears again in the Persian Gulf under the Chinese flag. This vessel was known to have been chartered by the group of Chinese merchants who were working with A. T. Woodward, a citizen of the U. S. A., who was arrested and subsequently convicted by the American Vice-Consul at Bushire on August 26th, 1925, for dealing illicitly in opium. The papers found in Woodward's possession disclosed the ramification of a very extensive organization for purchase of opium on a very large scale and its ultimate disposal in China.

D. This vessel is identical with the S.S. *Cochin China* referred to in Note 7 of League document C. 515. M. 185. 1924. XI and Note C of Annex 4 of the report above mentioned. The master of the S.S. *Philadelphia* was Alfred Menanteau, who had been chief officer when the vessel was previously at Bushire flying the French flag. The vessel possessed a provisional certificate from the Officer of the Chinese Maritime Customs at Kowloon dated September 11th, 1925, showing the owner to be one Lichi San. It is understood that the above-mentioned certificate, which has the same effect as the registration of the vessel upon the Chinese register, is issued by the Chinese Maritime Customs upon the instructions of the appropriate Chinese Minister.

E. The Norwegian owners of the S.S. *Prominent* have informed the Norwegian Foreign Office that, in reply to enquiries, they have received from the office in Hong-Kong a telegram to the following effect:

"*Prominent* chartered for lawful trade only. Left Bushire March 12th due Macao April 5th."

It is also stated that the vessel had been chartered in January 15th, 1926, by the firm of Wong Kan of Hong-Kong for two months. Enquiries are being made at Hong-Kong with regard to these transactions of Wong Kan & Co.

F. The consignments on these vessels, which, being British, were subject to the King's Regulations controlling this traffic, were all covered by import certificates issued by the Japanese authorities.

Note. A comparison between document O.C. 417 and document O.C. 417 (a) was made by M. B. Ferreira at the meeting held on May 27th. This comparison brought to light, in the opinion of the Portuguese delegate, certain contradictions in the information contained in those documents, and a certain amount of vagueness in the facts set out therein.

Annex 7.

C. 78. M. 38. 1926. XI.  
O.C. 368.

MEMORANDUM OF INSURANCE OF CONSIGNMENTS OF OPIUM AND DANGEROUS DRUGS.

In July 1925, it was brought to the notice of the British Government by the Government of Hong-Kong that shipments of opium to the Far East were being insured with British underwriters and that the persons concerned in the shipments were able upon the insurance policies to obtain money advances from certain banks in the Far East, by which they were enabled to finance the transactions. It is well known that many of the opium shipments to the Far East are intended, when they reach the Far East, to be diverted to the illegal traffic. Investigations also have shown that the drug traffickers were able to obtain advances from banks on the production of maritime insurance policies covering shipments of dangerous drugs. It should be stated that the underwriters would be unaware of the purpose for which the consignments actually insured by them were intended.

The British Government at once communicated with those London underwriters, informing them that a large proportion of the opium shipped to the Far East, ostensibly consigned to such places as Dalny, Vladivostock, Kobe, etc., was intended to be unloaded and diverted to the illicit traffic before the vessel reached the destination declared, and inviting their co-operation to prevent facilities being given for the insurance of consignments of opium or other dangerous drugs intended for illicit purposes. The members of Lloyd's and the members of the London Underwriters' Association, which between them comprise most, if not all, of the firms or companies in London undertaking maritime insurance, have now come to an agreement with His Majesty's Government that in all maritime insurance policies issued by them a clause shall be inserted in the following terms:

"It is understood and agreed that no claim under this policy will be paid in respect of drugs to which the International Opium Convention of 1912 applies unless:

"(1) the drugs shall be expressly declared as such in the policy, and the name of the country from which, and the name of the country to which, they are consigned shall be specifically stated in the policy;

and

"(2) the proof of loss is accompanied either by a licence, certificate or authorisation issued by the Government of the country to which the drugs are consigned showing that the importation of the consignment into that country has been approved by that Government, or, alternatively, by a licence, certificate or authorisation issued by the Government of the country from which the drugs are consigned showing that the export of the consignment to the destination stated has been approved by that Government;

and

"(3) the route by which the drugs were conveyed was usual and customary."

It will be observed that the effect of the clause (which is based on the system of export authorisations and import certificates recommended by the League of Nations and now embodied in the Geneva Convention of 1925) will be that, in the event of the loss of an insured consignment of opium or drugs at sea, payment will only be made if it can be shown either that the import of the opium or drugs into the country of declared destination has been approved by the Government of that country or that the export of the opium or drugs had been approved by the Government of the country of declared origin of the consignment. In view of the fact that ships carrying cargoes of opium to the Far East have been reported as taking unusual courses for the purpose of evading observation, it is also provided that no claim will be admitted under the policy unless the route taken is usual and customary. It is hoped by this clause that the use of insurance facilities by persons engaged in illicit traffic for the purpose of raising money to finance their transactions will be checked. Action by one Government alone will not, however, put a stop to the practice. Unless similar steps are taken by other countries also, the illicit traffickers will have recourse to the insurance companies and underwriters of other countries, and a message has reached the British Government that this is already happening. Shippers of opium from Constantinople to *certain* destinations are refusing to enter into policies containing this clause.

H. M. Government believes that the other Powers will recognise the importance of taking steps to deal with the situation which has been disclosed, and they would accordingly suggest that the Council of the League should bring the matter to the notice of other Powers in whose territory is carried on the business of underwriting maritime risks, with a view to the adoption by them of arrangements similar to those made by the British Government.

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Annex 8.

O C.387.

CIRCULAR ISSUED BY THE INSPECTOR-GENERAL OF CUSTOMS IN CHINA IN REGARD TO THE USE OF THE REGISTERED LETTER POST FOR SMUGGLING DRUGS INTO CHINA.

*Postal:*

Abuse of registered mail by evaders of duty and smugglers of contraband : counter-measures to be taken against ; instructions.

Circular No. 3589. Second Series.

Inspectorate-General of Customs,  
Pekin, January 30th, 1925.

Sir,

I append for your information, copy of correspondence with Harbin concerning abuse of registered mail by evaders of duty and smugglers of contraband to an extent which calls for vigorous counter-measures.

The Postal Authorities and the public attach great importance to the inviolability of the registered mail matter, and rightly so, assuming the legitimate use of the registered post. But it is easy to see how wide is the door which this means of conveyance opens to smugglers who base their operations on the recognised immunity from examination of registered letters and on the general reluctance of those through whose hands this mail matter passes to question its contents. The vagueness of postal regulations on the subject is a measure of this reluctance. From time to time the question of duty evasion by means of the registered post has arisen, as you will see from the correspondence appended. For valuable articles of small bulk, such as jewellery, the registered post is the usual means of conveyance, and, as such articles are not in the category of those things which are absolutely prohibited by postal regulations, no very energetic co-operation may perhaps be expected from the Postal Authorities in countering this evasion. With the growth, however, in the trade in narcotics the question has assumed an importance too serious to be trifled with. I am confident that if at any port a state of affairs exists such as that disclosed by the Harbin despatches, you may depend upon receiving support and assistance from the Postal Commissioner in any measures you may adopt, which should follow generally the lines laid down by me for the guidance of the Harbin Commissioner.

I am, Sir,  
Your obedient Servant,  
(Signed) F. A. AGLÉN,  
*Inspector-General.*

To the Commissioner of Customs.

No. 3138.  
L.G.

Harbin, January 15th, 1925.

Sir,

1. In Harbin despatch No. 3116, of November 22nd, 1924, the question was raised as to the Customs treatment to be accorded to dutiable articles forwarded by post as registered " letters " and/or " samples " in defiance of postal rules prohibiting such practice. It was then assumed that the registered letter and sample post was resorted to by the public in order to get certain goods to this market by the quickest, though not legitimate, means available rather than with any intention to defraud the Customs of their revenue. Since writing the above despatch, however, the following cases of attempted importation of contraband by Siberian mail have been detected:

November 24th, 1924. — Five packages, marked " Sample—no value ", containing each 200 grammes of meconium (opium powder), addressed to Gesellschaft Druggist, Harbin; posted at Halle, Germany. Estimated value \$75.

December 9th, 1924. — 17 packages, marked " Sample—no value ", containing altogether 9 catties heroin, addressed to R. Lange, c/o Rintai Stores, Mukden; posted at Basel, Switzerland. Estimated value \$4,000.

14 packages, marked " Registered letters ", containing altogether 18 catties heroin, addressed to the Hong-Kong and Shanghai Banking Corporation for G. and K. Kapustin, Harbin. Estimated value, \$7,500.

January 9th, 1925. — One " registered letter ", measuring 13 inches by 10½ inches by 2 ¼ inches and weighing 1.4 kilos, accidentally got undone and was found to contain 10 tins of morphine hydrochloride for an approximate weight of 1 kilo and an estimated value of \$1,000. The discovery led to an accurate external examination of no less than 118 similar " registered letters " lying at the Chinese Post Office as unclaimed by the addressees, and it can be safely maintained that they contain an approximate weight of 75 kilos of morphia,

valued at about \$75,000. A detailed report on this discovery, drawn up by Mr. C. M. Petterson, First Assistant B, who personally made the examination, is enclosed.

2. The above cases put an entirely different complexion on the question raised in Harbin despatch No. 3116. We are evidently confronted here with a vast and well-organised system which has undoubtedly been working ever since the re-establishment of the Siberian mail route, whereby narcotics were peacefully delivered at the delinquent's door against a mere signature on a "registered mail" receipt. I venture to submit that it is incumbent upon China promptly to take drastic measures, no matter at whose initiative and by the enactment of what laws, to suppress this traffic.

3. The administrations concerned are the Customs and the Posts. The latter argue that, by their rules, letters suspected to contain dutiable articles or contraband cannot be opened except in the presence of the addressees; the addressees failing to appear within a prescribed time limit, these letters are to be returned to the office of origin for transmission to the sender unless the Customs wish to seize them, which they (the Customs) can do at their own responsibility. The Customs, on the other hand, would seem to be rather chary of tampering with letter mail, as the recognised principle is herein involved of the sanctity of correspondence. In the case under consideration, however, this principle would hardly be touched, as the letters in question are bulky packages obviously containing anything but *bona fide* correspondence. Moreover, if a Post Office is justified in opening an undeliverable ordinary letter for the purpose of finding the sender's address whereto to return it, it would in my opinion be more than justified in officially opening "registered letters" which are well-nigh certain to contain contraband and/or dutiable articles. It would, at any rate, seem out of place to return to the senders the 118 "registered letters" mentioned above on the plea that correspondence is sacred when Article 18, Section 3, of the Madrid Postal Convention of 1920, which reads:

"Packets falling under the prohibitions of the present article which have been wrongly admitted to the post must be returned to the post office of origin, except in cases where the Administration of the country of destination is authorised by its laws or by its internal regulations to dispose of them otherwise.

"Explosive, inflammable, or dangerous substances, and obscene or immoral articles, however, are not returned to the country of origin; they are destroyed on the spot under the direction of the Administration which has found them";

and Rule VI, final paragraph, of the Postal Guide:

"In all cases it lies with the sender to ascertain that the articles he is sending are permitted in the country of destination, and the Post Office will have no responsibility for loss, delay, or charges arising from the Customs or other regulations to which the contents of correspondence or parcels are subject in the country of destination" —

afford ample opportunity of seizing and destroying them.

4. Pending the receipt of instructions from Peking, the Postal Authorities have agreed to detain the above letters, which are now under the joint custody of Customs and Posts, and the Police Authorities, with whom I have had dealings in connection with the other seizures mentioned in Section 1, have undertaken to do all they can to induce the addressees to come forward to take delivery of them. Should the addressees fail to appear—which is highly probable—a definite ruling is respectfully solicited in regard to:

- (a) How to deal with the 118 "letters" detained at the local post office.
- (b) What measures should be taken if similar cases recur in future.

I venture to express the opinion that the American system of refusing to accept any article of correspondence exceeding the ordinary size of a common letter unless marked "To be opened by the Customs" might eventually do away with the abuse at present lamented.

5. A memorandum from the Deputy Commissioner, envisaging from a different angle the above question, is enclosed.

(Signed) U. MARCONI,  
Acting Commissioner.



*The Inspector-General to the Harbin Commissioner.*

No. 3373. Comms.  
Harbin. No. 101813.

Pekin, January 30th, 1925.

Sir,

I have now to acknowledge receipt of your despatch No. 3138: reporting, further, that several cases of attempted importation of opium powder, heroin and morphia by registered letter and sample post had taken place; stating that these cases put an entirely different complexion on the question raised in your despatch No. 3116 and that we are evidently confronted with a vast and well-organised system of importation of narcotics through registered mail, and that it is incumbent on China promptly to take drastic measures to suppress this traffic; and requesting instructions (a) how to deal with the 118 "letters" containing narcotics and detained at the local post office, and (b) as to what measures should be taken if similar cases occur in future;

And in reply, to say that every effort is to be made, in co-operation with the Postal Authorities, to put a stop to the nefarious trade in contraband by means of registered letters or covers said to contain samples and to penalise those who are engaged in it at this end. Registered mail packages supposed to contain contraband are to be opened in presence of the addressees, and, if contraband is found, the Post Office is to be requested to hand it over, and the contraband is to be confiscated. The addressees are to be followed up and handed over to the police if possible. When addressees cannot be found or refuse to come forward, this is to be taken as strong presumption that the contents are contraband, and the packages are to be opened; if found to contain contraband, the Post Office is to be asked to hand them over, and, if they refuse to do so, the case is to be reported to me. We cannot lay down the law for the Post Office or decide how they are to interpret their own regulations or exercise their own administrative powers (*vide* Mr. Law's memorandum enclosed in your despatch No. 3138), but, as the revenue organisation, we are prepared to take the responsibility of confiscating contraband found in registered mail. The packages now under suspicion and detained under joint custody are to be dealt with on the above lines and their contents disposed of in accordance with standing instructions.

(Signed) F. A. AGLLEN,  
*Inspector-General.*

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**Annex 9.**

C.C.420.

**EXTRACT FROM MEMORANDUM ON SMUGGLING AT DAIREN,  
SUBMITTED BY THE BRITISH REPRESENTATIVE.**

A new method of smuggling drugs has recently been brought to light at Dairen. In December 1925, a letter was received at the office of the Compradore of the Dairen Branch of the Hong-Kong and Shanghai Bank. It was addressed from Schlieren in Switzerland by one F. Danker, and stated that he was sending six parcels for a Mr. Broom, who would shortly visit Dairen. A person styling himself Mr. A. Broom called and took delivery of the parcels. Subsequent enquiries showed that Broom is an alias of one C. Kapustin, of Harbin, who was known or believed to be an importer of narcotics. Again in December another letter was received stating that four cases purporting to contain clocks were being consigned to the Bank. The consignment had been shipped on the German motor-ship *Fulda* by order of the firm of G. and K. Kapustin of Berlin and were destined for Kapustin alias Broom at Harbin. This method of sending clocks through the Bank was quite unusual. When the *Fulda* arrived at Dairen on February 19th the consignment was not on board. It seems possible, if not probable, that the man Kapustin at Harbin took alarm and arranged for the cases to be landed elsewhere. Then in February a number of packets marked "For Mr. Broom" were received at the Bank, ostensibly containing shampoo powder. They were placed by the Bank in the hands of the police, and on examination it was found that, though a few of the packets contained genuine shampoo powder, the remainder contained heroin. This consignment appears also to have emanated from Switzerland. Particulars have been sent to the Swiss and German representatives on the Advisory Committee for investigation.

**Annex 10.**

**BRIEF SUMMARY OF COLONEL WOODS' SUGGESTIONS.**

(Full reports can be found in the minutes of the Nineteenth meeting.)

1. Colonel Woods was impressed with the enormous illicit traffic in these drugs, which everyone concedes and which is strikingly asserted in the first resolution in this report. He was also impressed with the ineffectiveness of present laws and methods. He saw no hope of success in halfway or compromise measures.

2. He stated that, as the result of many years of practical experience, he believed no country could successfully protect its citizens from the ravage of these habit-forming drugs unless it nationally owned or nationally adequately controlled the factories producing them.

By control he meant that the Government should know exactly what goes into every factory and what comes out of it, and should see to it that nothing comes out except for medical or scientific purposes, and that it goes only to persons and places authorised by proper authority.

3. Colonel Woods also suggested several administrative measures to strengthen existing methods :

(a) He pointed out that, to meet this international traffic, we must have international action.

To this end he recommended that the officials in the countries represented on this Committee who are in charge of the administration of the laws regulating the traffic in these drugs be called together periodically to confer with each other.

They would confer as to the powers and other arrangements they have, and those they need, in order to enable them more fully to enforce the laws of their country for the control of the legitimate, and suppression of the illicit, traffic.

They would arrange with each other about such matters as exchange of records of law-breakers, including finger-prints, photographs, *modus operandi*, history, etc. They would make practical arrangements for direct and swift communication with each other and would generally improve and strengthen their own national and the international methods of suppressing smugglers.

(b) He suggested that good results would follow a conference of representatives of manufacturers of drugs with the Chairman of this Committee, since they could, out of their experience, give valuable information as to the best ways to regulate lawful and useful distribution and to prevent illicit traffic.

(c) He suggested that specific information be sent by each nation to all others interested as to the identity and methods of shipowners, agents, captains or others known to have deliberately connived at the illicit traffic.

(d) He commended the import and export regulations recommended by this Committee and urged their adoption and stringent co-operative enforcement by all nations.

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**Annex 11.**

O. C. 407.

**EXTRACT FROM NOTE ON THE EGYPTIAN DECREE-LAW OF MARCH 21ST, 1925, REGULATING THE TRADE IN STUPEFYING DRUGS AND THEIR USE, FORWARDED BY THE REPRESENTATIVE OF GREAT BRITAIN.**

Hitherto the non-existence of any Egyptian law treating these offences as anything more serious than contraventions has had a serious repercussion on the attitude of consular courts towards them. Although, according to the laws of the great majority of capitulatory Powers, offences connected with the drug traffic are punished with severe penalties, certain consuls have always shown reluctance to try their own nationals for them while native offenders have enjoyed the comparative immunity guaranteed by the Egyptian Law. I believe that in most cases British, French and Italian Consuls have consented to try persons charged by the police with offences under their respective drug laws, but there was always a certain amount of excuse for a consul who pointed out to the police the unfairness of inflicting a heavy sentence on one of his nationals, whose Egyptian accomplice would get off with a fine of P.T. 100 at most, and therefore politely referred them to the mixed courts.

The promulgation of this law will remove any such feeling of inequality and will strengthen the hand of consuls in dealing with offenders belonging to their jurisdiction. In order that this may be properly appreciated, it will be advisable for the Ministry of Foreign Affairs to notify the representatives of all Capitulary Powers of the existence of the new law and to request them to draw the attention of their consuls and consular judges to the severe penalties which it enacts against delinquents.

A very good argument for introducing uniform legislation in matters connected with the consumption of and traffic in drugs is that, although the law of most capitulary nations takes a serious view of offences of this kind, certain codes, *e.g.*, the Swedish, do not inflict imprisonment upon delinquents (although Swedish law lays down a maximum fine of £600), while others envisage the suppression of abuse in one form of drug, such as opium, and make little provision for the control of others.

In these circumstances, contrabandists and traders are quite likely to lay their heads together and, having discovered which of the capitulary nations deal with this class of offence most leniently, will make a determined attempt to concentrate the traffic in the hands of subjects of those States.

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## Annex 12.

O.C. 436.

### COCAINE-SMUGGLING IN INDIA.

*Extracts from the Reports of the Excise Administrations of the Punjab, Bombay Presidency and Bengal for the Financial Year 1924-25, submitted by the Representative of India.*

#### PUNJAB.

A certain amount of satisfaction may be obtained from the fact that the licit consumption of cocaine fell from 32,141 grains in the previous year to 30,636 grains. But this licit consumption represents principally the use of the drug for surgical or dental operations.

It was pointed out last year that the increase from 25,494 grains in 1922-23 to 32,141 grains in 1923-24 was not satisfactorily explained. But there was an unfortunate suspicion that the less reputable medical practitioners contrive to prescribe cocaine for some of their patients who are addicted to the cocaine habit. It is reported this year that one licensee is suspected to have abused his licence.

There can be little doubt that the use of cocaine is rapidly increasing in almost every district in the Province, especially in the large towns. Eighteen cases of illicit sale, possession and smuggling were detected in Lahore, the two most important seizures being one of 676 grains and another of no less than 50 ounces. As the Commissioner of Lahore points out, the cocaine habit is far more serious and more difficult to deal with than the evil consequences of liquor or opium. Captures are not effected without great trouble and sometimes danger to the preventive staff. But in spite of their efforts it is only too obvious that actual seizures represent a ridiculously small proportion of illicit imports. As in the case of charas-smuggling, the illicit cocaine trade must be tackled at its source, namely: the ports of entry. Unless stringent action is taken at the ports, it is impossible to suppress this pernicious trade when once the drug has been transported inland. As has been mentioned in the paragraphs dealing with charas, the smugglers of that drug return with cocaine from Bombay and Calcutta.

#### BOMBAY PRESIDENCY.

Cocaine cases. — Four hundred and twenty-nine cases of illicit possession of cocaine were detected in the City of Bombay during the year under report, against 364 in 1923-24. A large quantity of German and Japanese cocaine is still being smuggled into Bombay, and there is clear indication of a brisk revival of the illicit trade in cocaine. The illicit traffic is carried on principally by Italian seamen, Pathans and other Mahomedans, in spite of the vigilance of the Excise staff.

The largest seizure of cocaine by the Excise Department during the year was 42,522½ grains.

#### BENGAL.

69. The abuse of cocaine continued to be prevalent in Calcutta, where alone 280 persons were prosecuted, against 256 in the preceding year. The 24 Parganas, Dacca, Hooghly and Burdwan followed with 17, 10, 7 and 3 prosecutions respectively. The number of persons convicted of illicit possession, sale or smuggling of cocaine increased from 257 to 270. In Calcutta the number was 249, as compared with 234 in the previous year.

The total quantity of cocaine seized in Bengal during the year was 1,432 ounces 112 grains, as compared with 1,730 ounces 231 grains in 1923-24. Only 25 ounces 8 grains were seized outside the Calcutta district, and of this quantity 23 ounces 349 grains were seized in Dacca. In Calcutta, 181 ounces 98 grains were seized by Excise officers, 1,197 ounces 270 grains by Customs officers, and 28 ounces 174 grains by police officers.

72. The prosecutions for "illicit sale or possession of cocaine" increased from 287 to 317. Calcutta alone is responsible for the increase. The illicit traffic in cocaine continued to be prevalent, in order of notoriety, in Calcutta, 24 Parganas and Dacca, where 280, 17 and 10 persons respectively were prosecuted. Hooghly joined the list with seven prosecutions. Calcutta is the principal centre for the illicit trade in cocaine, whence all the contraband imports and exports of the drug are controlled. The total quantity of cocaine confiscated in Bengal during the year under report was 1,432 ounces 112 grains, of which Calcutta alone contributed 1,407 ounces 104 grains. Three cases of special importance are noted below:

(1) The Superintendent of Excise, Detection Branch, Calcutta, on receipt of information that R. Fernandez, a Goanese, was going to dispose of a large quantity of cocaine, laid a trap for the accused, with the help of a petty officer, in the Imperial Restaurant, where the accused came with a cane box containing 100 ounces of cocaine. The petty officer, who was previously introduced to him, paid him Rs. 6,000, the price arranged, in Government currency notes (the number of which had previously been noted by the Superintendent), and the accused handed over the cane box and its key. The Excise Superintendent, who was closely watching the whole affair from a short distance, arrested the accused as he was counting the money, and about 100 ounces of cocaine were recovered from the cane box. The accused was the second butler on board the s.s. *Talma* and was regularly smuggling cocaine from Japan probably with the help of accomplices on board. He was prosecuted under the Excise Act and sentenced to undergo rigorous imprisonment for one year.

(2) .....

(3) The most important detection of the year was the arrest of one Batasia, who is alleged to have amassed considerable wealth by dealing in cocaine. As the case is still under trial, it is not permissible to enter into details in this report.

75. *Seizures of opium and cocaine on board vessels in the Port of Calcutta.* The following statement shows seizures of opium and cocaine on board vessels in the Port of Calcutta:

Name of steamer	Company	Opium			Cocaine			
		Number of seizures	Quantity seized			Number of seizures	Quantity seized	
			mds.	srs.	chs.		oz.	gr.
<i>Takliawa</i>	Mackinnon, Mackenzie & Co.	1	0	20	4	2	222	22½
<i>Torilla</i>	ditto.	1	0	4	0	2	116	120
<i>Tairea</i>	ditto.	1	0	1	10	1	0	365
<i>Kut Sang</i>	Jardine, Skinner & Co.	1	0	0	1	1	0	69
<i>Talma</i>	Mackinnon, Mackenzie & Co.	1	0	23	0	—	—	—
<i>Ellora</i>	ditto.	1	0	15	8	—	—	—
<i>Chantala</i>	ditto.	1	0	11	6	—	—	—
<i>Ho Sang</i>	Jardine, Skinner & Co.	—	—	—	—	1	24	120
<i>Nam Sang</i>	ditto.	—	—	—	—	1	809	238
<i>Majo Maru</i>	Nippen Yushen Kaisha	—	—	—	—	1	24	242
Total . . .		7	1	35	13	9	1,197	301½