

GENEVA,  
August 16th, 1924.

LEAGUE OF NATIONS.

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

**Report to the Council on the Work of the Sixth Session.  
August 4th to 14th, 1924.**

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 proceedings of its sixth session, which was held at Geneva from August 4th to 14th, 1924.

This session has been particularly important, in view of the fact that the Committee had to examine the report of the Preparatory Committee charged with the preparation of a draft programme for the Conferences to be held in November of this year, and in view of the fact that the Committee was able to transmit to the Council and to the Governments summoned to the Second Conference, as a supplement to the report of the Preparatory Committee, the series of measures which, in its opinion, furnished a satisfactory basis for the work of that Conference, which basis may prepare the way for a final agreement.

COMPOSITION OF THE COMMITTEE.

All the members and assessors were present, but in some instances the Governments concerned had nominated new representatives. For the first time, also, the Government of the Kingdom of the Serbs, Croats and Slovenes was represented.

The following is a list of the members present:

<i>Netherlands:</i>	M. Van WETTUM (Chairman)
<i>Siam:</i>	H. H. Prince CHAROON (Vice-Chairman)
<i>China:</i>	M. Chao-Hsin CHU
<i>France:</i>	M. BOURGOIS
<i>Germany:</i>	Dr. ANSELMINO
<i>Great Britain:</i>	Sir Malcolm DELEVINGNE
<i>India:</i>	Mr. John CAMPBELL
<i>Japan:</i>	Dr. TSURUMI
<i>Portugal:</i>	H. E. M. FERREIRA
<i>Kingdom of the Serbs, Croats and Slovenes:</i>	H. E. Dr. YOVANOVITCH
<i>United States of America:</i>	Mr. NEVILLE (in an advisory capacity)

*Assessors:*

M. BRENIER  
Sir John JORDAN  
Mrs. Hamilton WRIGHT

*Secretary:*

Dame Rachel CROWDY.

PUBLICITY OF MEETINGS.

*The Committee decided*, on the motion of Sir Malcolm Delevingne, to hold its meetings in public, while reserving the right to sit in private when it thought fit.

PROGRESS REPORT BY THE SECRETARY.

The report was discussed *seriatim*.

*Heroin.*

Some of the Governments seemed to have misunderstood the meaning of the resolution which had been adopted by the Committee last year. The question involved was the possibility

of dispensing with the use of heroin in medical practice. The Committee had wished to know whether the medical authorities in the various countries considered it possible and desirable to dispense with heroin in medicines or to restrict its use.

*It was decided* that the Secretariat should refer the matter back to the Governments concerned and ask them for information on this point.

*Signature and Ratification of the Convention and Adoption of the Import Certificate System.*

It was noted that, since the last session of the Advisory Committee, six countries have ratified the Convention, and three have signed the Protocol respecting the putting into force of the Convention. Ten countries have accepted and put into force the Import Certificate System.

REPORT OF THE PREPARATORY COMMITTEE.

*It was decided* that the report of the Preparatory Committee should be discussed in public. In view of the fact that the Preparatory Committee had not been able to present one general plan for the consideration of the second Conference, it was decided, on the proposal of Mrs. Hamilton WRIGHT, that a Sub-Committee, consisting of the members of the Preparatory Committee who were also members of the Advisory Committee and Dr. Anselmino and Mr Campbell, should try once more to prepare a draft programme for that Conference.

The result of the work of the Sub-Committee, in its final form, will be found as an annex to the present report, together with an explanatory memorandum (Annexes 1 and 2).

The Committee finally adopted the following resolution:

“The Advisory Committee decides to transmit to the Council and to the Governments summoned to the Second International Conference, as a supplement to the report of the Preparatory Committee, the series of measures attached hereto (Annexes 1 and 2), which, in the opinion of the Advisory Committee, furnish a satisfactory basis for the work of the Conference and may prepare the way for a final agreement.”

On M. BOURGOIS' proposal, *it was decided* that the representatives of

Bolivia,	Russia,
Greece,	Switzerland,
Persia,	Turkey
Peru,	

should be invited to Geneva to attend the meetings of the Advisory Committee during the discussion of the measures proposed by the Sub-Committee. Only the representatives of Greece and Bolivia were able to attend the meeting. The representative of Greece agreed with the measures in question, but the representative of Bolivia was not able to express any opinion for the moment.

ISSUE OF IMPORT CERTIFICATES BY TELEGRAPHIC INSTRUCTIONS.

On the proposal of the CHAIRMAN, *the Committee decided* that, under the import certificate system, it would be legitimate for these certificates to be issued, on telegraphic instructions from his Government, by a diplomatic or consular officer of the importing country, stationed in the exporting country. This decision meets several objections which have been raised against the system in many quarters.

CONTROL OF THE DRUG TRADE CARRIED ON BY NATIONALS OF THE POWERS POSSESSING  
EXTRA-TERRITORIAL RIGHTS IN CHINA.

On the proposal of Sir Malcolm DELEVINGNE, the Committee adopted the following resolution:

“The Advisory Committee recommends that Powers having extra-territorial rights in China should, if they have not already done so, make regulations, the breach of which shall be punishable by adequate penalties, to control the carrying on by their nationals in China of any trade in the drugs to which Chapter III of the Convention applies. The Committee further recommends that copies of such regulations be communicated to the Secretariat of the League.”

SITUATION IN CHINA.

In 1922 the Advisory Committee suggested that, having regard to the situation in China as outlined in the report of the Committee on the work of its second session, the Chinese Government should be asked:

- (1) To make more thorough enquiries as regards the cultivation of the poppy in China, so as to be able to supply the League with a more reliable report than had been forthcoming that year;
- (2) To include in the Commissions of Investigation representatives of organisations such as Chambers of Commerce and educational associations;
- (3) To associate with the Commissions of Investigation a representative of the International Anti-Opium Association in Peking and to authorise this representative to transmit, through the medium of the Chinese Government, a report to the League in addition to the general report of the Commissions of Investigation.

The Council approved this suggestion, which had already received the consent of the Chinese Government.

The Committee regrets to state that, after a lapse of two years, it is only in possession of the reports of some of the High Commissioners for the investigation into the poppy cultivation in certain Chinese provinces (Annex 3) and that these reports are not satisfactory, even in the opinion of the Chinese Government itself.

The Committee has no information as to whether the Chinese Commissioners were accompanied by representatives of independent organisations as above mentioned, but it is inclined to think that such was not the case. In the course of the Committee's discussions, Sir John Jordan pointed out the discrepancies between the Chinese official reports and the report of the International Anti-Opium Association, Peking (Annex 4). These observations are corroborated by official information received from British consular agents in China in the possession of the British Government. The Chinese representative accepted these criticisms.

It would appear from the report of the International Anti-Opium Association that the production of opium in China amounts to not less than 15,000 tons yearly, which, according to the estimate of the member for India on the Committee, would represent about nine-tenths of the total annual world production. This enormous production hampers in a high degree the control of the opium traffic throughout the Far East.

In view of these facts, the Advisory Committee, considering that all measures at its disposal to deal with the situation had been exhausted, agreed to refer the question to the Council. On the proposal of Sir John JORDAN, amended by Sir Malcolm DELEVINGNE, the Committee unanimously decided to recommend that special steps should be taken by the appropriate department of the Secretariat of the League to secure a full publication of the discussion which had taken place in the Committee on this matter, especially in the Far Eastern Press, with a view to bringing the influence of world public opinion to bear upon the Chinese authorities in the provinces and to stimulating public opinion in China itself.

#### INDIAN HEMP

The Committee decided to adopt the following resolution:

“With reference to the proposal of the Government of the Union of South Africa that Indian hemp (*Cannabis Indica* or *Cannabis Sativa*) should be treated as one of the habit-forming drugs, the Advisory Committee recommends the Council that, in the first instance, the Governments should be invited to furnish to the League information as to the production and use of and traffic in this substance in their territories, together with their observations on the proposal of the Government of the Union of South Africa. The Committee further recommends that the question should be considered at the annual session of the Advisory Committee to be held in 1925.”

#### WORK OF THE MIXED SUB-COMMITTEE OF THE HEALTH AND OPIUM COMMITTEES

On the proposal of Mr. CAMPBELL, *the Committee decided* to note the resolutions adopted by the Sub-Committee (Annex 5) without expressing any opinion upon them.

*The Advisory Committee decided* that it would not renew the appointment of its two delegates to the Mixed Sub-Committee.

#### SIMPLIFICATION OF STATISTICS.

On the proposal of the CHAIRMAN, *it was decided* to make the statistics as simple as possible, uniform and comparable. In order to obtain these results, the Secretariat was instructed to do the preliminary work, which, before any further action was taken, would have to be submitted to the Advisory Committee.

#### PROPOSAL OF DR. ANSELMINO WITH REGARD TO THE PRO RATA BASIS OF MANUFACTURE.

On the proposal of Sir Malcolm DELEVINGNE, the Committee expressed its sympathy with a suggestion of Dr. Anselmino to the effect that manufacturers in various countries should negotiate among themselves with a view to arriving at a friendly settlement of the question of a *pro rata* basis of the quantities of drugs to be manufactured.

#### ANNUAL REPORTS.

On the proposal of Sir Malcolm DELEVINGNE, *it was decided* that the examination and discussion of the reports which are annually furnished by the Governments on the opium and drug traffic should be made a standing item for the agenda of the sessions of the Advisory Committee. This item should come early in the procedure, immediately after the Progress Report of the Secretary.

MISCELLANEOUS.

The Advisory Committee decided to adopt the following resolution:

“The Advisory Committee considers that, in view of the suggested measures of control to be submitted to the Second International Conference and of the fact that the whole situation will be considered by that Conference, it would be better to postpone until next year the further consideration of the second resolution adopted by the Assembly of 1922.”

Several other questions were discussed by the Committee, among others, the control of the drugs in free ports and free zones, in transit, in transshipment and in bonded warehouses; the production of large quantities of opium in the areas not subject to effective control; the great contraband traffic from the Persian Gulf to the Far East; the non-arrival of opium shipped at its alleged destination; and the smuggling centre of Vladivostok. The discussion of these questions, however, did not lead to the proposal of any other measures than those already provided for in the draft which is to form the basis of the discussions for the second Conference.

CONCLUSION.

In submitting this report to the Council, the Committee expresses the hope that the results of its work will lead to the solution of the great and difficult problems which the international conferences will be called upon to consider.

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**Resolutions.**

I. The Advisory Committee decides to transmit to the Council and to the Governments summoned to the second International Conference, as a supplement to the report of the Preparatory Committee, the series of measures attached hereto (Annexes 1 and 2), which, in the opinion of the Advisory Committee, furnish a satisfactory basis for the work of the Conference and may prepare the way for a final agreement.

II. The Advisory Committee recommends that Powers having extra-territorial rights in China should, if they have not already done so, make regulations, the breach of which shall be punishable by adequate penalties, to control the carrying on by their nationals in China of any trade in the drugs to which Chapter III of the Opium Convention applies. The Committee further recommends that copies of such regulations be communicated to the Secretariat of the League.

III. The Advisory Committee considers that, in view of the suggested measures of control to be submitted to the second International Conference and of the fact that the whole situation will be considered by that Conference, it would be better to postpone until next year the further consideration of the second resolution adopted by the Assembly of 1922.

IV. With reference to the proposal of the Government of the Union of South Africa that Indian hemp (*Cannabis indica* or *Cannabis sativa*) should be treated as one of the habit-forming drugs, the Advisory Committee recommends the Council that, in the first instance, the Governments should be invited to furnish to the League information as to the production and use of, and traffic in, this substance in their territories, together with their observations on the proposal of the Government of the Union of South Africa. The Committee further recommends that the question should be considered at the annual session of the Advisory Committee to be held in 1925.

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**Annex 1.**

A. 32 (a) 1924. XI.  
O. C. 216 (5).

GENEVA, August 15th, 1924.

MEASURES SUGGESTED BY THE ADVISORY COMMITTEE AS A BASIS FOR THE  
DELIBERATIONS OF THE SECOND CONFERENCE, NOVEMBER 1924.

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PART I.

1. That each country shall furnish an estimate of its annual import requirements for medical and scientific purposes, whether for domestic consumption, manufacture or commerce, of

- (a) Raw opium.
- (b) Coca leaves.
- (c) Morphine, its salts, and preparations containing morphine.
- (d) Heroin, its salts, and preparations containing heroin.
- (e) Cocaine, its salts, and preparations containing cocaine.

2. Each Government undertakes to refuse to authorise the importation into its territory of any of the substances mentioned in Article 1 beyond the quantities specified in the estimates furnished by it in pursuance of Article 1. The foregoing provision shall not prevent the Government of a country, in which the use of opium for smoking purposes is still temporarily permitted under Chapter 2 of the Hague Convention, from authorising the importation of raw opium, in conformity with the provisions of Chapter 2 of the Convention, until such time as the use of opium for smoking purposes shall have been definitely prohibited.

3. A permanent Central Board, composed of experts, shall be constituted by the Council of the League on the advice of the Opium Advisory Committee.

4. The Governments agree to send to the Central Board:

- (a) Their estimates of their annual import requirements in pursuance of Article 1.
- (b) Within three months after the end of each quarter, statistics of their imports from each country and of their exports or re-exports to each country during that quarter and, within three months after the end of each half-year, statistics of their manufactures during that half-year and, if possible, the stocks in the hands of the wholesale dealers at the end of the half-year, of each of the substances mentioned in Article 1.
- (c) Within three months after the end of each year, the total quantity of each of the substances mentioned in Article 1, consumed as such in the country during the year.

The Central Board will communicate periodically to all Governments the position as regards the exports and re-exports to each country.

Should it appear that the imports of any of the substances mentioned in Article 1 already received in any country during the current year have exceeded the amounts specified in the estimate furnished by that country, the Central Board shall call the attention of the Governments specially to the fact. Each Government undertakes not to export any further consignment of the substance in question to the said country during the same year, unless a revised estimate of its requirements shall have been furnished by the country.

5. If any country furnishes no estimate of its requirements in pursuance of Article 1 or furnishes an estimate which appears to the Central Board to be greatly in excess of the reasonable requirements of the country and to be likely to be used in part for the illicit traffic, the Board shall fix the amounts of the reasonable requirements of that country after taking into account its population, climatic and hygienic conditions and all other factors which appear to the Board to be relevant, as well as any other special circumstances which the said country will be at liberty to submit to the Board. The Board shall notify the amount so fixed to all Governments. Each Government agrees not to allow the export to that country of amounts which, taken in conjunction with the exports from other countries, will exceed the amounts fixed by the Board.

6. If any Government of any country which has commercial relations, in the matter of the substances mentioned in Article 1, with a country for which an amount has been fixed by the Board in pursuance of Article 5 or Article 7, paragraph XIII, considers that it is undesirable to limit exports to the latter country to the amount so fixed, it shall have the right to demand that a special conference of all the countries which have such relations with the said country shall be summoned to consider whether such limitation or any other measure should be put into force.

PART II.

7. The provisions of the Hague Convention of 1912 shall be amended as follows:

(I) Article 2 shall be extended to apply to coca leaves.

(II) The following article (numbered *2bis*) shall be added to the Convention:

“Each Contracting Power shall require that a separate import licence must be obtained for each importation of raw opium or coca leaves. The licence may allow the importation of the amount for which the licence is given in one or more consignments within a period to be specified in the licence.”

(III) Article 3 shall be replaced by the following article:

“Each Contracting Power shall require that a separate export licence must be obtained for each exportation of raw opium or coca leaves. The Contracting Power, before issuing such licence, shall require an import certificate, issued by the Government of the importing country and certifying that the importation is approved, to be produced by the person applying for the licence. The licence may allow the exportation of the amounts for which the licence is given in one or more consignments within a period to be specified in the licence. Unless a copy of the export licence accompanies the consignment, the Government issuing the export licence shall send a copy to the Government of the importing country. The Government of the importing country, when the importation has been effected, shall return the export licence with an endorsement to that effect to the Government of the exporting country.

“In the case of an application to export a consignment to any country for the purpose of being placed in a bonded warehouse in that country, the production of a special certificate from the Government of that country, certifying that it has approved the introduction of the consignment for the said purpose, may be admitted by the Government of the exporting country in place of the import certificate provided for above.”

(IV) Article 5 shall be omitted.

(V) The definition of cocaine in Chapter III shall be modified as follows: “By cocaine is understood the principal alkaloid of the leaves of *erythroxyton coca* having the formula  $C_{17}H_{21}NO_4$ , whether extracted from the leaves of *erythroxyton coca* or produced by chemical synthesis.” (Ecgonine also to be included?)

(VI) In Article 10 the words “The Contracting Powers shall control” shall be substituted for “The Contracting Powers shall use their best endeavours to control or to cause to be controlled”, and the words “The Contracting Parties shall adopt” shall be substituted for “The Contracting Powers shall use their best endeavours to adopt or cause to be adopted.”

The words “or shall make to the competent authorities an official declaration that they are so engaged” shall be omitted.

The words “This rule shall not necessarily apply to medical prescriptions and to sales by duly authorised chemists” shall be omitted.

(VII) Article 12 shall be replaced by the following article:

“Each Contracting Power shall require that a separate import licence must be obtained for each importation of any of the substances of which Chapter III applies. The licence may allow the importation of the amount for which the licence is given in one or more consignments within a period to be specified in the licence.”

(VIII) Article 13 shall be replaced by the following article:

“Each Contracting Power shall require that a separate export licence must be obtained for each exportation of any of the substances to which Chapter III applies. The Contracting Power, before issuing such licences, shall require an import certificate, issued by the Government of the importing country and certifying that the importation is approved, to be produced by the person applying for the licence.

“The licence may allow the exportation of the amount for which the licence is given in one or more consignments within a period to be specified in the licence.

“Unless a copy of the export licence accompanies the consignment, the Government issuing the export licence shall send a copy to the Government of the country of importation.

“The Government of the importing country, when the importation has been effected, shall return the export licence, with an endorsement to that effect, to the Government of the exporting country.

“In the case of an application to export a consignment to any country for the purpose of being placed in a bonded warehouse in that country, the production of a special certificate from the Government of that country, certifying that it has approved the introduction of the consignment for the said purpose, may be admitted by the Government of the exporting country in place of the import certificate provided for above.”

(IX) For the purpose of ensuring the full application and enforcement of the provisions of the Hague Convention, as amended by this agreement, in free ports and free zones, the Governments undertake to apply in free ports and free zones situated within their territories

the same laws and regulations, and to exercise the same supervision and control in respect of the substances covered by the Convention, as amended by this agreement, as in other parts of their territories.

(X) In the case of a consignment of any of the substances covered by the Convention as amended by this agreement exported from one country to another country, which passes through the territory of a third country without being removed from the ship or conveyance in which it is being conveyed except for the purpose of being transferred to another conveyance under the supervision of the authorities of the country of transit, a declaration shall be made to the authorities of the country of transit of the contents of the consignment and the country for which it is destined. If no declaration is made or a false declaration is made, the consignment shall be liable to confiscation by the authorities of the country of transit and the person making such false declaration shall be guilty of an offence.

(XI) No transshipment of a consignment of any of the substances covered by the Convention as amended by this agreement shall be allowed unless the consignment is accompanied by an official copy of the export licence, issued by the authorities of the country of export, or by an official copy of the import certificate, issued by the authorities of the importing country. It shall be made illegal for anyone in the country of transshipment to divert, or attempt to divert, the consignment to any destination other than that named in the official copy of the export licence or import certificate above mentioned, without an export licence from the authorities of the country of transshipment.

(XII) A consignment of any of the substances covered by the Convention, as amended by this agreement, which is landed in any country and placed on a bonded warehouse, shall not be allowed by the Government of that country to be withdrawn from the bonded warehouse to be sent out to another country unless an import certificate, issued by the Government of the country of destination and certifying that the importation is approved, is produced to the authorities of the former country. A special certificate shall be issued by the Government in respect of each consignment so withdrawn and shall take the place of the export licence for the purpose of the preceding provisions of this agreement.

(XIII) In the case of a country which is not a party to this agreement, the Governments undertake not to allow the export to such a country of any of the substances covered by the Convention as amended by this agreement except such amounts as may be fixed by the Central Board as being reasonably required for the medical and scientific needs of the country.

### PART III.

The Conference makes the following recommendations:

1. That each Government should forbid any person within its jurisdiction from procuring or assisting the commission, in any place outside its jurisdiction, of any offence against the laws in force in such place for controlling or regulating the manufacture, sale, use, export or import of any of the substances covered by the Convention as amended by this agreement, and that any person knowingly violating such prohibition shall be liable to punishment.

2. That each Government should forbid the conveyance in any ship sailing under its flag of any consignment of the substances covered by the Convention as amended by this agreement:

(1) Unless an export licence has been issued in respect of such consignment in accordance with the provisions of the Convention so amended and the consignment is accompanied by an official copy of such licence;

(2) To any destination other than the destination mentioned in the licence.

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**Annex 2.**

A. 32 (b) 1924. XI.  
O. C. 222.

NOTE-EXPLANATORY OF THE PROPOSALS CONTAINED IN DOCUMENT O.C.216 (5).

The measures suggested as a basis for discussion consist of two parts. The first part consisting of Articles 1 to 6 contains a scheme the object of which is to limit the export and imports of the drugs and of the raw materials from which they are manufactured to the amounts required for medical and scientific purposes. It has not been thought necessary at the present stage to work out the scheme in full detail, but the essential features are set out in Articles 1 to 6, and Article 7, paragraph XIII. Each country which becomes a party to the agreement will prepare at, or shortly before, the commencement of each calendar year an estimate of the amounts of each of the raw materials or of the manufactured drugs which it will require to import during the year:

- (a) For consumption in the country for medical and scientific purposes;
- (b) For the manufacture of the drugs or of other medical preparations;
- (c) For the export trade.

Each country will undertake that it will not import more of the raw materials or of the manufactured drugs than it specifies in its estimates.

The estimates will be sent to a Central Board established in the manner proposed in the scheme.

The Governments will also send periodically to the Central Board statistics of their imports and exports, their manufactures, and their consumption of the raw materials and of the drugs.

These statistics will enable the Central Board to follow the course of the international traffic, so that whenever it appears that the exports to or imports into any country have exceeded the amounts of the estimates furnished by that country, it will be in a position to notify the Government of that country, and the Governments of other countries, of that fact.

It is intended that the scheme should be worked in as elastic a manner as possible. In the first place, it is not expected that in the early years it will be possible to give exact estimates. At first, the estimates will in many cases necessarily be approximate only, and some margin will have to be allowed for errors in estimation. As experience is gained, the estimates will become more and more precise. In the second place, the estimates furnished by a Government at the commencement of a year will not necessarily be the final estimates for the year. If the estimates should be found by the Government in the course of the year to be insufficient, it will be open to the Government to furnish revised estimates to the Central Board. Or, again, the production of the raw materials will vary from year to year according to the state of the crops. In a year of abundant crops, when prices are low, the manufacturing countries will desire to take advantage of the state of the market and lay in supplies for the future. It will, again, be open to the Governments of such countries to revise their estimates of the supplies of the raw material required during the current year, a corresponding reduction being made in the estimates of the following year.

The experience of the Advisory Committee shows that it has to be anticipated that some countries will not become parties to the agreement, at any rate, not at first, or that they will neglect or declare themselves unable to frame any estimates of their requirements. It may be also that in some cases supplies will be demanded which are greatly in excess of the legitimate requirements of the country and which might serve to supply the illicit trade in the drugs.

It is therefore provided (Articles 5 and 7, paragraph XIII) that in such cases the Central Board shall have the power to fix the amounts which are reasonably required for the medical and scientific needs of the country, after taking into account all proper considerations, such as population, climate, etc., and any special circumstances which the country in question may desire to submit to the Board. The amounts so fixed will be notified to all Governments by the Central Board and the Governments will undertake to limit their exports to that country so that the amounts fixed by the Board shall not be exceeded. As explained above, Governments will be informed by the Central Board when the amounts fixed have been reached.

It has been suggested that political considerations may sometimes make it undesirable for a particular Government or Governments to limit its exports to a country in a case of this kind. To meet this difficulty, it is provided in the scheme that such a Government or Governments may ask for a special conference of the countries trading in the drugs with the country in question to consider whether the limitation should be enforced or some other measures taken.

It will be noticed that Article 1 provides only for estimates of *imports* being furnished. Some countries, however, provide themselves with their requirements of the drugs from their own manufactures, and the estimates furnished in pursuance of Article 1 will, therefore, not give the total requirements of the amounts needed for medical and scientific purposes. It is desirable, however, that the total requirements should be known. If the total requirements of all countries are known, it will be possible to compare the estimates of one country with those of another and so to reach some kind of standard for countries having similar conditions. The total amount of the drugs required to be manufactured to meet the world's medical and scientific needs, and the total amount of raw materials required to be produced, will also be known, and this knowledge should help to stabilise the manufacture of and trade in the drugs.

The second part contains a number of provisions designed to strengthen and give greater precision to the provisions of the Hague Convention, and, in particular, those which relate to the



control over the exports and imports of the substances to which the Convention applies. Experience during the three years which have elapsed since the Convention came into force has shown that there are loopholes in the existing provisions by which persons engaged in illicit traffic can evade the control over the national and international trade in the materials and drugs which was the object of the Convention, and that a stricter control must be established if that object is to be secured effectively.

It is accordingly proposed: (1) that a separate licence from the Government shall be required for each consignment imported or exported; (2) that an export licence shall only be issued by the Government of the exporting country on the production of a certificate from the Government of the importing country that the importation of the consignment is approved (to avoid unnecessary interference with trade, this certificate can be given on telegraphic instructions from his Government by a diplomatic or consular officer of the importing country stationed in the exporting country); (3) that a copy of the export licence shall either accompany the consignment or be sent by the Government of the exporting country to the Government of the importing country, and that when the importation has been effected this copy shall be returned, with an endorsement to the effect that the importation has been effected, to the Government of the exporting country.

The first two of these proposals are already being enforced by many Governments. The third is intended as a preventive against diversion of the consignment *en route* for illicit purposes.

Provisions are also proposed to ensure that materials or drugs which are brought into free ports or free zones do not escape control, and that transshipment facilities are not utilised for the purpose of diverting consignments, without authority, to a destination other than that for which the export licence has been issued. Special arrangements are suggested for safeguarding the "entrepôt" trade as carried on by means of bonded warehouses.

Other proposals are that the coca leaf, which is the raw material of cocaine, shall be brought within the Convention, and that the definition of cocaine shall be extended to cover artificial cocaine produced by chemical synthesis.

Finally, the Advisory Committee has appended two recommendations for the consideration of Governments.

The first of these is based on a provision in the British law which has been found extremely useful in dealing with illicit traffickers, who, while residing in one country, organise or arrange for illicit transactions in another country.

The second is intended to meet a very serious difficulty which is caused at present by the lack of any control over the exports from certain producing countries. Large consignments of raw opium without any restriction are being exported to the Far East under false declarations of destination for the purposes of the illicit traffic, and are being smuggled into China and elsewhere. It is accordingly proposed that Governments should exercise a control over the conveyance of opium or the other materials or drugs in ships sailing under their flag.

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### Annex 3.

O. C. 194.

#### REPORTS FROM THE CHINESE HIGH COMMISSIONERS.

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##### KAN-SUH PROVINCE.

Extract from a despatch by Mr. Sun Tao-Yuan, High Commissioner for the Investigation of Poppy Cultivation in the Provinces of Kan-Suh and Hsin-Chiang, to the Ministry of the Interior, Peking, dated December 15th, 1923:

"Investigation in this province is rather difficult owing to its vast and mountainous area. The High Commissioner sent several deputies to the different districts and according to the reports submitted by these deputies only a few places in the very distant parts of the province were alleged to have poppy plantations, which were dug out before the poppy harvest. The province as a whole was reported as cleared from poppy plantation."

Attached to the despatch were 1387 affidavits signed by various magistrates and public notaries of all localities.

##### HSIN-CHIANG PROVINCE.

Extract from a despatch by Mr. Sun Tao-Yuan, High Commissioner for the Investigation of Poppy Cultivation in the Provinces of Kan-Suh and Hsin-Chiang, to the Ministry of the Interior, Peking, dated September 13th, 1923. Attached to the despatch were six reports from the deputies of the High Commissioner, as follows:

1. Report of the Deputy to Ko-Shan Tao, dated August 15th, 1923:  
"No poppy was found in any of the districts in this 'Tao', including the frontier near Mongolia."

Attached to the report were affidavits signed by all local authorities.

2. Report of the Deputy to Tih-Hua Tao:  
"Not a single poppy plant could be found in any of the districts in this 'Tao'. The Deputy conducted the investigation personally, even to the very far distant part of the 'Tao'."

Dated August 6th, 1923.

3. Report of the Deputy to Tah-Chung Tao, dated August 12th, 1923:  
"There was absolutely no poppy cultivation in this 'Tao'. The Deputy travelled throughout the different districts, including the mountainous and low-lying land."
4. Report of the Deputy to Ko-Ka-Su Tao, dated August 24th, 1923:  
"Throughout all the districts, including the uninhabited valleys, where few people go, no poppy cultivation was found."
5. Report of the Deputy to Yi-Ki Tao, dated August 9th, 1923:  
"Poppy cultivation has ceased for a number of years, owing to severe measures of prohibition."
6. Report of the Deputy to Ku-Shih Tao.  
"A personal investigation was made throughout the district and not a single poppy plant was found."

Attached to the report were affidavits signed by all the heads of villages, these being submitted through the local authorities.

#### SHEN-SI PROVINCE.

Extract from a despatch by Mr. Li Kai-Hsin, High Commissioner for the Investigation of Poppy Cultivation in the Provinces of Shen-Si and Hupeh, and by Mr. Liu Chun-Hua, Governor of Shen-Si, to the Ministry of the Interior, Peking, dated November 19th, 1923:

"In the autumn of 1922 deputies were sent to the different districts to investigate. In the spring of 1923 investigation was conducted under the direction of the Bureau for the Suppression of Opium Traffic.

"The High Commissioner conducted a personal investigation in some parts of the Province in the spring, when the poppy would be in flower, but no plantation was found.

"Reports received from deputies who travelled to the very distant parts of the Province show that some poppy was discovered, but it was destroyed immediately by the local authorities."

#### HUPEH PROVINCE.

Extract from a despatch by Mr. Li Kai-Hsin, High Commissioner for the Investigation of Poppy Cultivation in the Provinces of Shen-Si and Hupeh, and by Mr. Shiao Yao-Nan, Governor of Hupeh, to the Ministry of the Interior, Peking, dated December 20th, 1923.

"In the Eastern part of the province the people have never cultivated poppy. This was re-affirmed by a report submitted by the Deputy.

"In the Western part of the province, which is sparsely populated, the farmers used secretly to cultivate poppy. Special attention was therefore devoted to the investigation there in the winter of 1922, when poppy seed would be sown, and also in the spring of 1923, when the poppy would be in flower. Deputies were sent to investigate very thoroughly, but very few places were reported as having poppy cultivation.

"In Hankow, which was supposed to be a trade centre for opium, special inspection was made, and only a few cases of smuggling were discovered, and the people concerned were punished accordingly.

"Inspection was also made in the other opium transit depots, such as Hsin-Ti, Yi-Chiang, Sa-Shih and Lou-Ho-Kow, and the report was satisfactory."

#### AN-HUI PROVINCE.

Extract from a despatch, dated February 15th, 1924, by Mr. Liu Chao-Weng, High Commissioner for the Investigation of Poppy Cultivation in An-Hui Province, to the Ministry of the Interior, Peking.

"Among the sixty districts of the whole province, only about ten districts, under the Hui-Zu Tao and An-Ching Tao, were reported as having poppy plantation. Special attention was given by the deputies in charge of the investigation. These poppy plants were destroyed as soon as they were discovered. The fields which used to grow poppy were filled with plantations of foodstuffs.

"It was not true, as reported in the press, that the military authorities collected taxes from poppy cultivation.

“The Rev. Sinkley, representative of the International Anti-Opium Association, did not arrive till May 25th, 1922, when all the deputies had already started for their destinations. He was asked, however, to proceed to the northern part of the Province to co-operate in the investigation, but he was prevented from going by important business. He had written to his missionary colleagues to investigate in various places. But no letter was received from him with regard to the investigation.”

#### SUI-YUAN.

Extracts from a telegram dated July 11th, 1923, and a despatch dated August 13th, 1923, to the Ministry of the Interior, Peking, by Mr. Ching Yao-Yuan, High Commissioner for the Investigation of Poppy Cultivation in Sui-Yuan and Jehol:

“Four deputies were sent to make the investigation throughout this special territory, and no poppy was found therein. The foreign delegate who was supposed to co-operate in the investigation had not arrived in time, but the President of the Sui-Yuan Chamber of Commerce and a representative of the Educational Association accompanied the deputies.”

Nine affidavits signed by the local authorities were attached to the report.

#### JEHOL.

Extract from a despatch, dated October 13th, 1923, by Mr. Ching-Tao Yuan, High Commissioner for the Investigation of Poppy Cultivation in Sui-Yuan and Jehol, to the Ministry of the Interior, Peking.

“Investigation was made very thoroughly. Poppy plants were discovered in Pah-Li Han and Wo-La-Su of the Ping-Chun district, and in Fun-Shan of the Wei-Chang district, but they were destroyed by the local authorities, by order of the deputies conducting the investigation.”

A photograph showing the destruction of the poppy plants was taken and kept in the records.

“A foreigner named Stephen, who had been many years in this special territory, had no different view with regard to the co-operative investigation.”

Attached to the report there were fifteen affidavits signed by local officials.

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### Annex 4.

## OPIUM CULTIVATION AND TRAFFIC IN CHINA

AN INVESTIGATION IN 1923-1924 BY THE INTERNATIONAL ANTI-OPIUM ASSOCIATION, PEKING.

*Peking, May 1924.*

*The publication of the following investigation of opium conditions in China is made without comment and is supplementary to the Annual Report of the International Anti-Opium Association.*

*The facts here printed are compiled almost exclusively from the reports of missionaries and other foreigners resident in the provinces, and agree with similar statements published in the Chinese Press from purely Chinese sources.*

*The investigation commenced in October 1923 when poppy is planted in the southern provinces, and was continued in succeeding months, until the last poppies were sown in the northern districts of Jehol and Manchuria in April 1924.*

#### Hunan.

Replies to a recent questionnaire sent to all missionaries by the Hunan branch of the International Anti-Opium Association may be summed up as follows: Opium rampant everywhere under military orders. Poppy cultivation: Reports from the North Central section say no poppy cultivated. In North-West section districts, such as Shimenhsien, Tzelihsien and Tayung, have from 50 to 90 per cent planted with poppy. (The fields are afterwards planted with rice). South section growing, eating and smoking on the increase. North section (Wukang district): Poppy planted since last year. Officials tried to suppress it, but were unable to do so because of militarists. Eastern section: Not much cultivation, but extensive transport traffic under military escort. North-West and South-Western sections are summarised in the reports of Hungchang and Yungshui districts. Popular feeling is decidedly against opium. Provincial constitution

adopted a short time ago forbids the use of opium, nevertheless every form of Chinese and foreign drotest is ignored. Absolute freedom of import, sale and export is permitted so long as the opium bears the tax-stamp of the military authorities. A military monopoly recently established by General Chao Heng-ti, appears under the name of "Revenue Regulations", and stamps have been distributed to all districts for opium taxing purposes.

**Hungchiang.** Hungchiang is the distributing centre for almost the whole of Hunan. Whole fleets, each of several hundreds of Miao boats, are bringing the drug down from Kweichow. These transports are under strong military escorts. From the duty levied on the opium here, the General pays his soldiers. I have been travelling much of late in the district, but have not seen much opium cultivated. Only here right next door to the barracks are some fields with poppy. The price of the opium is about one dollar an ounce. This place with about 60,000 inhabitants has more than 200 opium dens, so that you can see that opium smoking is not confined to the well-to-do classes. The Pao-shang Chu takes 100 cash a lamp for one day. It seems to me that more opium smoking is going on than at any previous time. Nothing is being done to prevent men from acquiring the habit.

**Yungsui.** We are in the thick of the opium here. Our property has it growing on three sides adjoining. All through Yungsui hsien wherever the Chinese are living, they are growing opium. All through Paoting, Lungshan and Chiencheng it is being grown in larger quantities than ever known before. Now, dry opium is being sold from \$9 a ching (between twenty-one and twenty-two ounces) upward, depending on the quality. Amongst the better classes it is used in most homes as a welcome to guests. So far as the officials are concerned everything possible is being done to help people acquire the habit. You can smell opium in front of almost every house as you go through the street. The people will tell you the terrible effects of the drug while they continue to puff away at the opium pipe. We are on the overland route from Kweichow to Hankow. All winter and spring frequent "trains" of opium went through here, always well guarded by heavily armed soldiers. Three times, I remember there were respectively 150, 240 and 204 carriers. There is a very ready sale for all of it.

#### **Kuangtung.**

Very little poppy is cultivated in this province. The reasons are twofold, first, the people have never given serious attention to the cultivation. Consequently, the quality of Kuangtung opium is poor. Secondly, the surrounding provinces of Fukien, Kueichow and Yunnan produce such enormous quantities that it is easier to buy than cultivate. There is one notable exception, namely, Swatow (North Kuangtung) and its district, which with the neighbouring districts around Amoy produce a high quality opium grown from India opium seeds. A missionary, writing from Swatow (Dec. 1923), says: "During my thirty odd years in China, I have not seen the cultivation of poppy so extensive as during the present season. Not only are the farmers encouraged to grow poppy by the free supply of seeds, but are threatened with penalties if they refuse. The reason assigned is the need of money to carry on their war.

"Western Kuangtung: There is no poppy planted in this district, though I have rumours of it further south. Large quantities are carried over land from Kueichow and Yunnan. Opium smoking has increased in the past two years, and opium is about half the price of a year ago. Public smoking dens are licensed by the military who also do an extensive business in selling raw opium.

"Central Kuangtung: No poppy cultivation whatever. Hainan Island farmers are growing to some extent. Opium is smuggled in from the mainland in considerable quantities and soldiers in market towns compel the local merchants to buy it.

"South Kuangtung: Pakhoi: No poppy in this vicinity, but some near Kuangsi border. Extensive traffic of Kuangsi opium through this port. Local officials have established a special bureau for the management of local and exports sales. Opium smoking is unrestricted.

"In January 1924, a Government opium monopoly was established by the Canton Government, aiming at control and ultimate prohibition. The Monopoly Board is composed of half military and half civil high officials. All opium in the province will be bought up by the monopoly, or seized if not declared. All smokers must be registered, and their amount of opium gradually reduced. All smoking dens are prohibited. All purchases of opium must be through the monopoly agents at a fixed price. No poppy may be cultivated throughout the province, and no anti-opium remedies sold except such as have the approval of the monopoly, for which a certificate will be given. Severe penalties are attached to breaches of the 22 articles promulgated by the Government Monopoly Bureau."

#### **Kwangsi.**

Kwangsi has four opium societies formed to solve the problem of taxation. Between ten and twenty men in each. They are at Nanning, Poseh, Wuchow and K'ingyuen. The controllers of the trade are: (i) Lu Wing-ting, a kind of "Lord High Protector" of Kwangsi; (ii) Lin, the Military Governor; (iii) Cheung, the Civil Governor; (iv) Lu Fu-cheng, Commander of the Forces. All who buy in any quantity and those who sell must have a *licence*. Heavy penalties are for those who contravene the regulations. Hundreds of stores in Nanning hold a licence now.

Anyone can buy small quantities without questions being asked. Present price for a hundred Chinese ounces is \$80. 33 $\frac{1}{3}$  per cent tax is paid to the military commander to keep the troops going. If shipped down river, a further tax is imposed at Wuchow, where this Government has

practically no control. The opium comes from Yunnan and Kweichow provinces. The yearly quantity of opium amounts, roughly, to two million ounces. That means that about \$1,000,000 is paid in tax at Nanning.

Besides this opium, large amounts reach Pakhoi, etc., by other routes than Nanning.

Before the revolution the opium trade was practically dead here. Now it has been estimated that 80 per cent of the men smoke.

Another correspondent writes from Liuchow, Kwangsi, January 12th, 1924:

"I beg to state that while the poppy is planted very sparingly the drug itself is used and sold in an open and above-board manner and to an alarming extent. I travelled on a motor launch recently which was carrying over two hundred cases of opium, each case weighing from thirty to fifty catties. It was not being 'smuggled', but carried with the knowledge of the officials and under a military guard.

"If conditions in other parts of China are the same as in this province, the special commission appointed to investigate into the sale and use of opium in China might save their time for something else. There is no more need to investigate as to whether or not opium is used and sold, any more than to investigate whether or not Chinese eat rice. The opium traffic is not being carried on on the sly, but engaged in as a legitimate business, and pays its Customs dues just the same as any other form of merchandise.

"The International Anti-Opium Association possesses copies of the opium monopoly stamps of this province which, after payment of taxes, renders all transport and sale immune from restrictions."

### **Chekiang.**

Chekiang province is similar to Shansi. No poppy is grown, and the Governor has made a reputation by his attempts to keep his province clean, but with excessive cultivation in surrounding provinces it is next to impossible to prevent smuggling. A correspondent writes in February 1924: "In spite of the fact that Chekiang has adopted strict measures to suppress opium, the habit is reviving and the traffic is extending secretly. Opium is sold secretly in every large and small village throughout the province." Through the Head of the Provincial Police, it was recently learnt that a military combine was endeavouring to introduce \$20,000,000 worth of Fukien opium into the province through a village seaport north of Ningpo and petitions both Chinese and foreign were sent to the Peking Government to prevent it. Fukien produced so much opium in 1923 that it is a glut in the market, and hence the endeavour to introduce it into Chekiang.

The International Anti-Opium Association, Peking, have most of the details of this gigantic opium transaction even to the unusual method of distribution after landing, namely, in baskets of charcoal. The combine leaders can be named and one at least is related to the Governor of the province.

### **Fukien.**

Fukien shows an absolute and general retrogression. The whole province is virtually under military compulsory poppy cultivation. About 70,000 troops under five principal generals, as well as the navy and marines, are all being supported by opium taxation. Predecessors of the present generals had collected lands taxes three years in advance, and the only means left for raising necessary funds by the present incumbents was either to collect one or two further years of land taxes or impose one special tax, which could only be raised by opium cultivation. The latter was decided on. Wherever troops were stationed, opium growing was made compulsory. Magistrates issued the orders and soldiers enforced them. Riots have been frequent and in several places numbers of peasants have been shot down and villages burnt.

Protests have been sent by almost every known organisation in Fukien, both Chinese and foreign, to Consuls, the International Anti-Opium Association and Chinese Government. Students, farmers, peasants, guilds, missionary moral welfare societies have demonstrated and petitioned against this military imposition. The season of 1922-23 produced such a surplus of opium that, in spite of free and uncontrolled use, markets could not be found. The price dropped to less than \$1 an ounce. The present season 1923-24 shows still larger areas under cultivation.

Taxation is not only applied to land under poppy cultivation, but opium is taxed in transit from the region controlled by one general to that of another. Opium dens are taxed at a monthly rate per pipe, and additional taxes for permits to sell are imposed upon all dealers.

Every missionary society in Fukien, both Protestant and Catholic, has voiced the claims of native Christians, who are not permitted by their faith to grow opium, and yet at the point of the bayonet have been compelled to do so.

At the present moment \$20,000,000 worth of Fukien opium is in process of entry into a neighbouring province from a small seaport village.

Amoy has established since February 1st, 1924, an open Government monopoly. All opium is purchased by the Monopoly Bureau at \$1.50 and sold at a fixed price of \$4 per ounce. It is estimated that over \$500,000 a month will be cleared. All cultivation is prohibited except under monopoly permit, and all sales are negotiated by monopoly agents.

### **Yunnan.**

The whole province is almost one extensive poppy field. North, South, East and West sections of the province report two acres out of every three planted with opium. Official proclamations state that the tax on land this year 1924 will be the same as formerly, whether opium is planted or not. Foodstuffs are very dear, owing to limited cultivation. The states under

hereditary rulers along the Burmah border show extensive cultivation. The Luliang district between Yunnan and Kweichow, and other places, such as Suntien, Suanwei, Maling, Kutsing and Pingi, have a yearly output of from one to two million ounces each.

A provincial opium prohibition bureau exists to collect taxes on opium transport within the province at the rate of \$12 per 100 ounces, which, when stamped by the bureau, is thereafter free from further taxation. The export tax is \$20 per ten ounces, augmented in the case of consignments transported via Tonkin by \$10 in payment of the fee charged for obtaining the necessary licence from the Indo-China authorities. Both these taxes go to the military authorities. The bureau collects an opium fine of \$2 per mou of land planted with poppy. In 1923, owing to representations from the International Anti-Opium Association to the British Government, and through the British Government to the French Government, the export through Tonkin of 400 tons of Yunnan opium by a local combine was stopped, but not before 150 tons had left Tonkin. Steamers chartered for the transport landed it at various points along the coast of China. Yunnan opium is the cheapest in China, being as low as 40 cents an ounce. As all the neighbouring provinces extensively produced opium, and the French Government has prohibited export through Tonkin, a glut is expected in the market in 1924.

Sixty per cent of the male population in the province use opium.

### Szechuan.

Reports for poppy season 1923-1924: At least two-thirds of province cultivated with opium. "During a journey of fifty English miles within the district of Fowchow, East Szechuan, I never lost sight of poppy," writes a foreign correspondent. Further, "10,000 acres sown with poppy instead of wheat."

South-Szechuan: "The long dreaded has taken place, military orders to sow poppy." An ex-robber in charge of cultivation taxes in our district has threatened our Christians with the murder of their children if they refuse to plant poppy."

Petitions against opium conditions have been drawn up by every missionary society in the province. Opium is grown everywhere, sold everywhere, taxed everywhere, and used with the utmost freedom. Opium dens licensed in every city. A new generation of opium users is being developed. Opium transport taxation is heavy. At one station a foreigner states that "\$3,000 is the daily toll."

Szechuan opium is renowned as of the highest grade, hence the enormous traffic down the river to central and eastern provinces. "Ton after ton is being shipped from this city" writes a missionary. Local military and civil monopolies exist in all large towns, especially those on the river. "\$200,000 was received from transport receipts during 1923 at one port," writes a correspondent who sent a sample of the monopoly receipt. The export by river has been mildly estimated at over 400 tons during the past season. Local price of opium varies from 40 to 70 cents an ounce.

Much local fighting takes place between robbers and soldiers for the possession of opium.

### Kueichow.

A vast opium province. A report from the northern part of the province dated December 1923 says: "Opium fields everywhere and every home uses it." A report from the Eastern section of the same date says: "Our opium crop for 1923 was a bumper one. Prospect for 1924 equally great. Everybody raises opium, and the great majority use it. Opium business is *the thing* here. On December 6th, 1923, about 250,000 ounces of opium left here for down river to Changteh and Hankow. The likin dues were \$218 per 1,000 ounces. Such shipments leave town several times a year."

Kueichow Central section report states: "Opium is cultivated everywhere possible in this district. Trade in and consumption of the drug are as bad, if not worse, than in the days before the Manchu Government took steps to suppress it. Since 1918 the provincial government has tacitly encouraged cultivation. Military and civil revenues are raised from opium and all transport is under military escort."

Kueichow Western section: "This place is just about the centre of the greatest opium-planting region of China, and this season (January 1924) has the largest area hitherto under cultivation. Farmers have gone to the limit of their labour and fertiliser. The trade is enforced by military despots who do a large part of the trafficking in it, besides collecting heavy fees as duty and transport charges. The use is universal. A Kueichow petition accuses the military authorities of exporting some thousands of pounds of opium into Hupeh and Kiangsi for the purchase of rifles, machine-guns and ammunition to the value of \$50,000."

### Kiangsi.

Kiangsi has surrendered during the last two years to the prevailing wave of poppy cultivation and opium traffic. Previously opium imported from neighbouring provinces was sold secretly and in small quantities, and only cultivated on a small scale but now cultivation is encouraged and, since the establishment of a monopoly, \$4 poppy tax is imposed on every space of land capable of growing a tan of rice. A correspondent writes: "Poppy is grown everywhere even to within a few hundred yards of the capital."

The Civil Governor has established an "Opium Suppression Bureau" in the capital under the chief directorship of his brother with the Chief of the Military Staff, the Director of the Police Department, the T'ungling of the Gendarmes, and others as assistant directors. Branches are

formed in all the Fu districts, and a commissioner appointed for each country. Taxes are imposed upon planting, selling and smoking. \$30,000 is the average estimated tax, fixed for each branch, and the total for the province is over \$5,000,000 per annum, of which \$3,000,000 will go to the military authorities and \$2,000,000 to the civil authorities, gentry, politicians and merchants. Each opium den, of which there are 800 in the Hsun Chow, pays a daily tax of \$1 for every five lamps. This is probably the most efficient organised monopoly in China. Its regulations cover ten pages; its officers are all named; its organisation reaches to the corners of the province, and is replete with every contrivance for centralising and effectively securing revenue. As a result of recent deputations sent to the President and the Prime Minister by Kiangsi societies in Peking, the Press has given wide publicity to this monopoly. Similar deputations have frequently called on the International Anti-Opium Association, and at their request we brought the matter to the notice of the Chinese Foreign Office. We were favoured by the Foreign Office with a copy of the Civil Governor's reply to their telegraphic enquiry, in which he states that "he is doing his utmost to put down opium, and that the newspaper reports are untrue." The facts are all against him.

### Kiangsu.

Kiangsu does not grow opium. The use of opium is, however, general and restriction non-existent. A correspondent from a small city in the province says: "Although there are over 80 shops in this city where opium is sold, yet the conditions are better than twenty years ago. Public sentiment against opium is stronger now than then." This province, however, contains cities, such as Shanghai, Soochow, and Nanking, and its status depends on conditions in these large centres.

Nanking is a centre of extensive morphia-pill traffic, whilst Shanghai is the premier city in China for wholesale smuggling and traffic in opium and narcotics. It is estimated that the maritime Customs, native Customs, and police authorities seize about \$10,000,000 worth of narcotics and opium yearly. Four furnaces are built at Pootung for the destruction of these drugs. The value of a recent burning in January 1924 amounted to a million dollars, and at the furnaces could be seen Persian, Indian, Siberian, Fukien, Yunnan and Szechuan opium, as well as anti-opium pills, opium mixtures, opium in balls, slabs, packages and boxes; also morphia, heroin and cocaine. In the morphia heaps were the pound boxes and 50 gramme bottles from Switzerland and Germany; bottles, tins and bags from Japan; and, most prominent of all, one hundred five-pounds tins of morphia from Wink & Co., London. This latter had probably been shipped to Europe before June 1923, at which time this company had its licence to manufacture cancelled by the British Home Office.

Smuggling is rampant, whether in magnificent liners, dirty tramp steamers or Chinese junks. With huge profits on every shipment landed, smugglers have formed combines with millions of dollars available for financing ventures and buying brains to outwit the authorities.

The undesirables of every nation are attracted to Shanghai to participate in opium-dealing, and every conceivable crime arises out of it.

### Hupeh.

There are no reports of any extensive opium cultivation in this province, the reason being that imported opium is so cheap and abundant. The opium traffic on the river from Szechuan, and by road, rail and river from Yunnan and Kueichow, has increased tenfold. Opium monopolies under combined military and civil administrations have been formed at Ichang, Shasi and Hankow and, provided the taxes are paid, opium sale is free and open. Two of these organisations bear the name of "The Army Joint Office for General Control of Investigation" and "The Transport Company for the Succour of Ichang."

**Ichang:** The "Customs" find it impossible to cope with the traffic, which being under the "Army Joint Office" is also decidedly dangerous. A few items of seizures during 1923 will give a faint idea of the traffic if multiplied twenty-fold.

1. 40 premises raided and 150 to 200 lbs. of opium confiscated by the military, not for destruction but sale.
2. The lighter Wu Sheng No. 1 from Itu had 150 coolie loads of opium, the general commanding the troops accompanying the stuff with an escort. Total weight between 6 and 7 tons. It was being transported to Wuchang to pay for military stores.
3. A few steamer seizures made in June 1923:

<i>S.S. Wanshien</i>	1,021 lbs
<i>S.S. Hsin Hsiting</i>	622 lbs
<i>S.S. Morien</i>	1,596 lbs
<i>S.S. Alice Dollar</i>	1,197 lbs

which at \$2 per ounce equals \$150,000.

4. A military round-up of private trading shops in December 1923 confiscated 600,000 ounces of opium, and re-sold it.

The "Army Joint Office" taxes opium at \$120 per 1,000 ounces in Ichang, and \$550 per 1,000 ounces if transported to Hankow. Since the monopoly was started in November 1923, \$500,000 have been collected in a little over a month.

The monopoly stamp bears in the centre four Chinese characters "K'ai Ch'eng Pu Kung" (to honestly bring to light), and four smaller ones in the corners "Yung Chiu Ho P'ing" (peace for ever).

**Hankow:** The maritime Customs seized and burnt in 1923 16,226 lbs of opium, but that which escaped seizure is of more importance.

On May 29th, 1923, at Wuchang, there arrived by train from Changsha forty piculs (5,320 lbs) of opium in sealed boxes from the Tuchun of Kueichow province. An officer and military escort were at the station to receive it.

On October 14th, 1923, fifty boxes of opium were seized, labelled "useless bullets from the 4th Headquarters Yunnan Troops."

On October 17th, 1923, according to Press reports, 200 boxes containing 900,000 ounces of opium entered Hankow under military escort from Yunnan.

On February 27th, 1924, 150 chests of opium containing 1,000 ounces each were seized on S.S. *Ankang Hankow*. The opium was being smuggled into Hankow from Ichang to purchase arms for Military Director-General Liu.

A telegram sent from a public meeting of protest, held in Hankow in August 1923, to the International Anti-Opium Association, besides stating the big seizures of opium, recorded the raiding of numerous drug stores in the city and the seizure of big boxes of morphia pills, 24 pounds of heroin (valued at \$650 per pound) and many bags of morphia and cocaine. The report states that drugs are not much used in Hankow, but that it is a centre for distribution to the Northern provinces.

Further details of the Hankow traffic in opium will be found in the accompanying maritime Customs reports.

### Kansu.

Extensive poppy cultivation has existed for several years. Reports show cultivation on a much increased scale in the North and East of the province, through the centre of the province right up to Pingliang and Lanchow the capital, and all through the North-West arm of the province right up to the edge of Kobi desert beyond Ansi. The Western part of the province, particularly the Sining district under the Mahommedan General Ma, is entirely free, and here the people have peace and plenty.

A correspondent from the North-East writes: "Prices of foodstuffs have advanced fifty per cent. during the past few months. Chungwei valley is almost one great opium field this year (1923). As far as the eye can reach, looking in all directions as one travels through the valley, one sees only the white blossoms of the poppy fields just now. The opium harvest has already begun. The crop is so extensive that men enough to harvest it are not available. Every other sort of employment is being abandoned because of the big wages offered in the opium fields. In ordinary years the fields now in opium have borne large crops of rice, wheat, millet, beans and potatoes. This year there will be very little of these necessary food crops."

A correspondent writing from Lanchow, January 1924, says: "We are greatly amused at the report of the Government Opium Investigating Commissioner, in which he states that *Kansu and Shensi had done well in their prohibition of poppy-planting this year*. The Government recommended that the Commissioner be thanked for his hard work. To tell the truth, the Commissioner was not allowed to enter the province until after the opium harvest had been reaped. Wheat is three times the normal price, and the cost of all foods and commodities is doubled. The poor are in great distress and the prospects bad, unless more wheat is grown this year.

The tales of oppression one hears are terrible. Soldiers demanded the land taxes twice and in some cases three times, and in scores of cases farmers had to pay more in taxes than the opium realised. The worst danger is in the evident desire of all in authority to repeat extensive cultivation this year (1924). Open orders not to plant and secret orders to send funds to the war lords neutralise all efforts for prohibition. The price of opium is down to 50 cents an ounce."

### Anhuei.

This province claiming allegiance to the Central Government has given during 1923 the most flagrant evidence of opium recrudescence. The bulk of the cultivation is in the North-Western part of the province, with but little in the centre and south. The cultivation has not been compulsory, but farmers have been officially encouraged by militarists and local gentry. Opium land taxation has been the main object. We have the details of opium land taxes in Fuyang Hsien in North-West Anhuei. The Hsien is divided into eighteen districts and taxes have varied from \$3,000 to \$60,000 a district. Pochow, with a uniform tax of \$5 a mou, will realise \$200,000, and Yingchowfu, \$400,000. An estimate for the province may be inferred from these three countries. In the countries of Fuyang, Ying Shang, Wo Yang, Pochow, Taiho, Hofei, and Hoh Chin, about one-fifth of the land is under poppy cultivation. A Po Chow correspondent says: "More opium cultivation this season than in any year since 1906." Opium is as openly sold as eggs or vegetables. Opium shops pay a yearly tax varying from \$50 to \$200 a year. Price of opium fell in 1923 from \$2 to \$1.20 an ounce. Military opium transport stamps have been introduced (copies are in possession of the International Anti-Opium Association) covering all transport transactions at Pengpu on the river.

Protests concerning this phenomenal recrudescence have been sent to the Central Government through the International Anti-Opium Association from the Provincial Assembly, the



Anhuei Anti-Opium Associations, the educational associations, students unions, political associations, agricultural associations, teachers unions, provincial guilds, and the Tobacco and Wine Union. A Ying Chowful correspondent states: "The present situation resolves itself entirely round the Military Governors."

In the spring of 1924 orders were issued by the Civil Governor for poppy destruction. Investigating Commissioners were sent out and our branch (Fuyang) Anti-Opium Association appointed two delegates to accompany each Commissioner. They report the destruction of about 80 per cent of the poppy planted in Fuyang district, probably as the result of the efforts of our delegates. In other parts of the province little has been done, and a recent report from the Anhuei Association states that the Governor is aiming at a limited production in 1924 in order to enhance the value of his large stocks accumulated in 1923.

### Shensi.

There is no evidence of improvement in this province, which for years has been noted as one of the most delinquent provinces in China. Foreign evidence is absolutely contradictory to that supplied by the recent Government Investigating Commissioner who declared "not a poppy root could be found in the province." The explanation of this latter statement is that it was made after the opium harvest had been reaped. A correspondent writing in 1923: "Through Tungkuan, Shanyuan, Yaochow, Fuping, Weinan, etc., under the jurisdiction of Shensi, there is no place which has not been devoted to opium cultivation, and especially at Yaochow. In Weinan, opium has become an open business, and 20 opium dens are crowded in a single street, each hanging an attractive opium sign. At Tungkuan, there are inspectors whose sole duty is to examine the luggage of travellers and discover whether opium taxes have been paid. It is an alleged fact that if once the tax is paid opium will meet with no further opposition."

Another correspondent, writing from Yen-An, states "that poppy is grown within a few yards of that city's wall and that opium has been extensively and successfully grown in the district since the spring of 1918." He says that opium has been planted by command and under compulsion of the military, not only in out-of-the-way places, but close to the main roads.

Another correspondent writes "that opium is actually cultivated within the walls of Hanchung, and that on a three days' journey away, in any direction, one would not lose sight of the poppy in May and June"; that the military, and in some cases the civil officials, are "heavily concerned in the opium trades" and have "compelled a great deal of opium-growing among the farmers" — "they convey large quantities of their own opium, and at the same time act as a kind of insurance company to the traders."

Another correspondent writes from Sian as follows:

"I have received authentic information *re* the Yen Chung Circuit to the effect that opium cultivation is in many places carried on quite openly and extensively.

"Also in Mei Hsien and Pao Chi and districts to the West, opium growing has been encouraged and taxes levied whether it was actually grown or not.

"The price of opium has gone down considerably during the last two years. It is now about one-tenth the price of five years ago, and the people are reverting in large numbers to opium smoking and cultivation. (To-day's price is 35 cents an oz. Chinese)."

Foodstuffs are dear owing to extensive poppy cultivation.

Shensi opium is exported to Hupeh, Honan, and Sueiyuan provinces, and unfortunately smuggled into Shansi.

An enquiry by members of the Provincial Assembly at the Provincial Yamen elicited the statement that \$15,000,000 was raised from opium taxation in 1923. The planting in 1924 is on the same scale as 1923, and the same results are expected.

### Shantung.

Shantung shows marked retrogression in the traffic in opium during 1923, undoubtedly due to the retrocession of Tsingtao. In 1923 we published a complete account by H.E. the Japanese Minister of the system of registration of opium smokers in Tsingtao. A census of opium smokers was taken in 1921, and a register made of about 2,000 chronic smokers who could not immediately give up opium except under medical treatment. These were permitted by certificate to purchase opium in reduced quantities, and it was estimated that at the end of five years all purchases would cease. No fresh certificates would be issued after March 1921. Since the retrocession of Tsingtao all restrictions have vanished, and an open traffic and unrestricted use have followed. Tsingtao is reported to have 40 opium dens each paying \$200 monthly to the police headquarters for protection and permission to sell. The Fushang Opium Bureau, which has for years carried on extensive transactions in Tsingtao and Tsinan, is less flourishing owing to general freedom of sale. The monthly sales of opium in Tsingtao are estimated at \$200,000. A recent seizure in Tsingtao of \$80,000 worth of opium came from Tsinan in charge of Hsiao Hsiao-yin, Secretary of the Shantung High Court, and Wang Tien-wei, Chief of the Tsingtao Court of Procuration; the boxes escaped detection on the railway because they were sealed with the seals of Shantung High Court.

Shantung does not grow opium; but open traffic is carried on and supplies enter the province by the railways from Anhuei, Honan and Shensi.

Owing to the free use of opium, there is a slight diminution in the sale of narcotic drugs which was so rampant two years ago.

### Honan.

Reports received during November and December 1923 cover 26 districts in the South, East, West and Centre of the province, that is, all sections south of the Yellow River.

The Eastern section shows three districts with extensive cultivation and others where only a little is cultivated. Opium is cheap and in general use.

In the Southern section two districts report compulsory cultivation on an extensive scale.

Five districts in the Central section, and nine in the West, have all extensive cultivation and opium is everywhere rampant.

Opium taxes average \$10 per mou in addition to shop and sales taxes. Opium is cheaper than in 1922. Bandit operations are chiefly in opium cultivation districts and largely for the purpose of opium seizure.

Honan forms a main route for Shensi opium distribution; 30 to 50 cartloads a month are reported as crossing the border at one place, and from thence it is transferred to Eastern provinces.

Morphia pills traffic still reported to be very extensive in all the towns along the Peking-Hankow Railway.

### Shansi.

Shansi is an example worthy of imitation. With the right man as Governor any province in China may be cleared of opium. Governor Yen Hsi-shan is a right man. Not a poppy is grown in the whole province and total prohibition in every form is enforced. Owing, however, to the neighbouring provinces of Shensi and Honan, where opium is produced so abundantly, smuggling is constantly occurring. A recent petition from Governor Yen to the Governors of Honan and Shensi states: "My province would be clean but for smuggling from your territories", and urges them to take measures of prohibition.

The province of Shansi has 105 hsiens or districts, and in 85 the Governor has established anti-opium societies, and the magistrate of the district is nearly always the president. During the last two years, 51,000 persons have been treated in the "opium curing houses," 3,000 persons have been arrested as smugglers, and 15,000 arrested as smokers. During 1922 nearly 40,000 ounces of opium and morphia, and 18,000 opium lamps and pipes, were seized and burnt.

By extensive circulation of anti-opium literature all over the province, and by public lectures, the people are being educated on the evils of the habit. Opium smokers and pill eaters when arrested are compulsorily sent to "curing houses". On discharge they have to pay \$30, which is returned at the end of one year if they are still abstainers. But for the menace of the neighbouring provinces, and the morphia traffic along the Peking-Hankow Railway, narcotics would be unknown in this province.

### Manchuria.

Opium was growing in August 1923 on not less than 100,000 mou of land along the sides of the Chinese Eastern Railway in the province of Kirin. Under the Defence Commissioner opium was legalised and free for transit, if marked with the official stamp. The stamp tax was \$10 per pound. Soldiers and brigands mutually raided the opium districts of Tung Ning, Mi Shan, Mu Ling, Hu Lin, Yi Mien Po, Ya Pu Li, Hai Lin Tsan and Shui Fen Ho during the harvest, and extorted either opium or taxes, often taking the whole season's product. In the City of Kirin the walls and posts in the streets are posted with official notices legalising opium; consequently, it is sold openly and extensively.

In November 1923, when the 3rd Brigade of Fengtien Troops returned from the defence of the North Manchuria boundary district to Fengtien, they carried with them 40,000 lbs of opium, which was disposed of in Harbin, Ch ang Chun and Mukden.

The Vladivostok Opium Monopoly of 1922 has been closed, and the present Russian Government have prohibited the cultivation of poppy in Russian territory, but opium and narcotics find an easy entrance through that port. The amount of opium used in the three provinces of Manchuria is not all grown locally; much is smuggled in.

A recent petition to the Chinese Government from Kirin (March 1924) divided the areas of opium growing in Manchuria into two kinds; namely, those along the Russian borders under the protection of the military and those of private cultivation. The petition gave a long list of named districts cultivated in 1923.

It is almost impossible to accept the Chinese Press reports concerning the extensive use of opium and narcotics in these three Eastern provinces, they are so appalling. Yet when a province like Manchuria flourishing commercially has no restriction whatever placed upon its vices, the tendency is to excess. A very reliable Chinese report commences at Harbin in the North and names every town of any size right through the three provinces, and in each town opium dens and morphia shops are tabulated by hundreds. Harbin is credited with 2,000. It simply means that throughout Manchuria there is no attempt at any kind of control either by military or civil authorities, but an absolutely free trade. Opium and narcotics are commodities which are supplied upon demand as easily as food, and the supply seems as unlimited. Through Manchurian towns and ports comes the amazing quantity of morphia, heroin and cocaine, which is later smuggled into Northern China.

### Chihli.

There is no opium grown in the metropolitan province, and from outward appearance the big cities do not openly parade their opium traffic. In Peking, Tientsin and Paotingfu opium can be bought quite easily, and its use is extensive, but considerably less than in the old days.

Opium is cheap, therefore its use is not confined to the wealthy classes. The modern student class is exceptionally free from opium smoking, while the official classes who indulge are not so numerous as formerly, nevertheless the Chinese Press openly names and accuses as opium addicts many officials of the higher offices. The ease with which opium is obtained has restored its old usages in all kinds of ailments. The extent of the traffic cannot be rightly estimated, because it is not open, but judging by the seizures made by railway and city police it cannot be small.

The opium used is mostly Chinese, which finds its way into this province from every opium-growing province of China.

The traffic in narcotics and cocaine must be extensive, judging from the amounts seized in Tientsin and Peking. During 1923, 808 ounces of narcotics were seized in Tientsin, as well as over 25,000 ampoules of morphia for hypodermic use. The Japanese authorities in Tientsin burnt in 1923 \$300,000 worth of narcotics which had been seized by them during the two preceding years.

The narcotic destruction at Peking in January 1924 amounted to over 14,000 ounces of morphia and morphia composition for making pills.

The Peking Press recently gave full details of the seizure by the police of 180 pounds of morphia at a large drug store in Peking. Undesirables of many nationalities conduct an extensive traffic in heroin and cocaine amongst the habitués of third-rate foreign and semi-foreign hotels. "Coke" and "dope" are on sale in all the brothels of Peking which cater for foreign patronage.

The narcotics come almost exclusively from Harbin and Mukden, and the deduction is that they enter through Vladivostok and Dairen. Tientsin participates in a smaller degree.

### Jehol.

This northern frontier district has long been a source from which opium comes to Peking. Jehol opium in Peking is the cheapest variety. The valleys of this mountainous district are very fertile, and owing to its remoteness and brigands nothing has interfered with cultivation. The harvest for 1923 was exceedingly good and, owing to the large number of troops in the locality, the military authorities assisted quite materially in the buying up, or seizing of opium, and having it sent to Peking under military escort. The Chinese Press gave the names of the military and civil officials engaged in this combine and asserted that at least 100,000 ounces of opium were prepared for transport. The detective police of Peking seized 7,000 ounces on one occasion, when members of the bodyguard of a Jehol general were endeavouring to enter by the Western Gate.

In April 1924 the International Anti-Opium Association made reports to the Chinese Government of more extensive planting than in 1923. In the words of a correspondent: "the people are mad to grow opium," hoping to make up for a diminished harvest in 1923, as the result of drought. Land under poppy cultivation has been carefully measured and registered for taxation by a combined board of civil and military officials. No notices of prohibition had been issued to the farmers and that despite the presidential mandate and the proximity of Jehol to Peking.

### Suiyuan.

Not much poppy is cultivated in this district, but an extensive importation of opium takes place from the neighbouring provinces of Shensi and Kansu, and the equivalent of a monopoly has been established by the Tutung. The headquarters office is called the "San Chin" (The Three Suppressions) Office, *i.e.*, suppression of cultivation, smuggling and smoking. This office taxes opium at thirty cents an ounce. All opium not stamped by the office is confiscated and the owner fined. The office imports opium and distributes it for sale. It is estimated that \$500,000 in taxes were realised by the Suppression Office in 1923. A correspondent writes: "The opium traffic is controlled by the Tutung. Opium selling is an open business, and the increase in opium smoking amongst all classes is phenomenal. Opium taxes and smoking-den taxes are all used for military purposes."

The International Anti-Opium Association has copies of the opium tax stamps used in Suiyuan, which are as follows:

- 1 oz. opium stamp, tax value 30 cents, stamp colour purple,
- 10 oz. opium stamp, tax value \$3, stamp colour green,
- 30 oz. opium stamp, tax value \$9, stamp colour blue.

### Sinkiang.

A correspondent writes: "With the coming of Tuchun Yang Tsenghsin, extortionate taxes and compulsory opium cultivation have been established. The people have no redress, and are bound to submit.

Each mou of land is taxed \$30, whether planted or not with opium. Conflicts with troops have taken place owing to the farmers in some districts (particularly in Mi Chen) refusing to plant opium, and numbers have been killed. The fear aroused by the shooting down of farmers has produced a compulsory acquiescence. The districts of Tacheng, Ylli, Anshan, and Ahkeslin are all covered with poppy.

CHINESE MARITIME CUSTOMS REPORTS DURING 1923.

**Nanking :** During the year in the presence of the representatives of the local officials, over 1,600 pounds of confiscated opium were destroyed by burning.

**Manchuria :** (a) *Harbin*: There is no change to report in this illicit traffic. Over 3,900 pounds of opium have been confiscated and burned during the year, but this is only an infinitesimal portion of the total imported into the district. Poppy has been cultivated under the protection of the Russian authorities in Maritime Province, and some of the opium seized bore the stamps of semi-official warehouses at Nikolsk-Ussourisk.

(b) *Hunchun and Lungchingsun*: The new Russian Government, which took over the control of the Maritime Province at the end of October, has forbidden the cultivation of opium inside Russian territory and is making efforts to ensure the success of this necessary step.

**Tientsin :** Very restrictive measures have been introduced with regard to importation by medical practitioners, hospitals, chemists, druggists, etc., of narcotics and instruments for their use. More attention has been given to the minimum quantity allowed for each individual concern and to the terms of the bonds accepted by the Customs. The following confiscations have been made during the year, mostly from passengers' luggage: opium, 9,000 ozs.; morphia, 33 ozs.; heroin, 2,000 ozs.; cocaine, 120 ozs.; codeine and other narcotics to the value of \$1,500. Amongst ordinary consignments of goods, narcotics were often labelled as "harmless chemicals."

**Hankow :** Organised opium-smuggling shows no signs of decreasing and has now reached such colossal dimensions that it is idle to expect Customs preventive measures to effect tangible results in so far as stopping the traffic is concerned. Notwithstanding the acknowledged sincerity of the Chinese Government and of many responsible and influential Chinese officials, supported to a large extent by the best type of Chinese public opinion, it is an indisputable fact that the opium trade in some quarters flourishes and develops without official opposition. Reports from the various poppy-growing provinces indicate that what Peking forbids thus continues to increase and that opium is bought and sold in various districts without let or hindrance. The Hankow Customs have made notable seizures throughout the year and have possibly succeeded in occasionally embarrassing individual ventures, but what is thus detected represents an infinitesimal proportion of what evades detection and passes through, or is consumed in, the district. During the year some 13,000 lbs were seized — mostly on specific information — and publicly burnt in the presence of Chinese officials. In addition to the opium menace, however, reference should be made to the enormous increase in the use of narcotics in various forms, all of which are imported from abroad. Of the two evils, opium is unquestionably the lesser, and unless an international compact is arranged limiting the production and regulating the output of morphia and other habit-forming drugs, the Chinese people in the end will suffer more from the evil effects of the latter than from opium smoking. It is manifestly misleading to assert — as has been done — that morphia "cannot be imported (*i.e.* enter China) until a special landing permit has been issued by the Chinese Maritime Customs," and thus leave the public to infer that the remedy against the drug habit lies solely with the Chinese authorities themselves; it is well known, of course, that a very large proportion of the morphia, etc., which comes in is smuggled. In view of the fact that drugs of this nature can be transported by post in unlimited quantities and can be secreted on the persons of professional smugglers, etc., it follows that they can easily escape detection and seizure. It is obvious, therefore, that unless the foreign producing countries take drastic steps to limit manufacture and thus curtail the output, the authorities in China cannot effectively deal with the question.

**Shanghai :** The quantities of opium confiscated during the year amounted to 12,000 lbs, valued at Hk. tls 360,000; while in the same period morphia and heroin were seized to the extent of 252 and 247 pounds respectively.

**Aigun :** Opium is freely grown on the Russian side generally by Chinese labourers, and is imported all along the frontier and reshipped by river and the overland roads. The quantity seized during the year by the Customs (over 1,200 lbs) is an insignificant fraction of the amount traded on this frontier.

**Chungking :** The illicit trade in opium, carried on by well-organised gangs of smugglers, is flourishing. The traffic in the drug seems to increase year by year and has assumed such proportions now that the preventive measures which still can be enforced by this office are hopelessly inadequate. Over 6,000 lbs of opium were seized during the year.

**Shasi :** The use of the drug is rampant, and until settled conditions return to the country at large the efforts to restrain it will be quite unavailing.

**Ichang :** Smuggling of this drug from up river continues apace: 14,400 lbs were seized by the Customs and destroyed. One foreigner was convicted in November and sentenced to a term of imprisonment for an offence in connection with this traffic.

**Chinkiang :** Nil — nominally. Maritime Customs preventive control has been loyally and effectively exercised, but such control is too hopelessly limited to prevent the furtive omnipresence of the illicit trade.

**Yochow:** If less opium — 530 lbs in 1922, against 11,100 lbs in 1921 — was seized this year, this must not be misunderstood to imply that the traffic in opium is less, which probably is very far from being the case, but it only tends to show that opium now is moved in such a manner that it cannot be controlled by the Customs as effectively as formerly.

**Wuchow:** Various reports point to the fact that a large traffic in native opium is being carried on the West River by means quite out of the Customs control, and the amount seized during the year, — 4,242 ozs. — is only a negligible portion of it.

**Swatow:** Seizures of opium distributed over the year were not large, amounting to some 433 lbs. Most of the opium consumed, however, comes overland from the interior, large quantities being grown in Fukien. Considerable talk to the effect that opium smoking would be legalised by the military prevailed at the end of the year, and this shameful traffic will probably be in full swing before this report is published.

**Amoy:** Political disturbances and the general state of disorder in many districts have brought in their train a revival in poppy cultivation. Towards the end of the year poppies were being openly cultivated in most districts: in fact, in some parts the only crops seen were sweet potatoes and poppies. It is estimated that in the coming year the tax on opium in South Fukien will amount to about \$3,000,000. The cultivation of the poppy is known to be very profitable, competent judges stating that the gain to the farmer is about five times as great as that derived from any other crop. It is to be hoped that, with the restoration of order, the trade in opium will be rigorously suppressed.

**Santuaio:** Although the use of this drug has greatly decreased during recent years, it is still far from being eradicated, and secret dealers are to be found in all parts of the district. Most of the opium consumed is said to be smuggled in by junk and landed at unguarded points on the coast, whence it is carried overland. It was feared that the revival of poppy cultivation, which is referred to elsewhere in this report, would result in a large production of native opium, but from the latest reports it appears that the crop will be light.

**Foochow:** A big increase in the cultivation of the poppy is reported, especially in the Hinghwa and Chuanchow districts where the Southern forces are said to be collecting a considerable revenue from the drug. Seizures of opium during the year amounted to 1,563 ounces.

**Nanning:** During the year 900 lbs of opium were seized and openly burnt in the presence of the local officials.

**Kiungchow:** Statistics in this trade are absolutely unobtainable since this province was officially included within the prohibition area in March 1917. The drug, however, is procurable almost everywhere throughout the island and is smuggled mostly from Yunnan, as frequent seizures disclose. Imports of the Indian drug, however, also exist, being smuggled from Hong-Kong by firemen in small quantities from time to time. There is, however, no cultivation of the poppy itself in the island.

**Mengtzu:** A huge speculation was made during the year by the provincial authorities in order to replenish their coffers. The cultivation of opium was encouraged, and the drug was bought up and stored. After much negotiation permission was finally obtained to transit it through Tonkin to China, and at the end of the year the conveyance of over 400 tons of the drug commenced. However, it remain to be seen whether its sale will give sufficient profit after the heavy expenses have been met. In anticipation of a similar deal next year large tracts of land have been planted with the poppy.

*Statement of Opium, Morphia, etc., confiscated by the Chinese Maritime Customs during 1923.*

Opium, native	46,223 lbs.
Opium, foreign	5,225 lbs.
Morphia	1,100 lbs.
Cocaine, heroine, etc.	1,294 lbs.
Poppy seed	3,371 lbs.
Preparations containing morphia, etc.	\$15,625 value.

For the International Anti-Opium Association, Peking.

W. H. GRAHAM ASPLAND, M.D.,  
General Secretary.

Annex 5.

MIXED SUB-COMMITTEE OF THE HEALTH COMMITTEE AND OF THE ADVISORY  
COMMITTEE ON TRAFFIC IN OPIUM.

RESOLUTIONS.

I. For the purpose of determining the legitimate needs of the various countries as regards narcotic drugs, the Mixed Sub-Committee, after having examined the figures forwarded by the Secretariat, gives it as its opinion that the correspondence existing between these data was sufficiently close to allow of a preliminary approximate figure representing medicinal and scientific needs being fixed forthwith in regard to opium and all its derivatives, including the quantities of opium converted into codein and other products. This figure of 600 milligrammes (about 10 grains) of raw opium per head per year should, however, be considered as a maximum. In view of the variable amount of raw opium in morphine this figure has been calculated by taking a content of 10 per cent as an average. As regards cocaine, the Mixed Sub-Committee regrets that the data which it has received are not sufficient to enable it to take steps at present to find a similar figure.

If the States should consider it necessary to undertake new enquiries as regards their respective needs, the Mixed Sub-Committee recommends the application of a method consisting in utilising the information furnished directly by hospitals, pharmacists and practitioners, pointing out, however, that this method will give accurate results only if the narcotics are prescribed on special forms. The Mixed Sub-Committee points out again that, in view of the large quantities of codein prescribed in certain countries, it would be well to include this alkaloid in the enquiries and, in general, all the derivatives of opium employed in therapeutics.

II. Diacetyl-morphine (heroin) is a very dangerous drug, still more toxic than morphine and still more dangerous as regards the forming of a drug habit. Since the pharmacologists and clinical practitioners admit that heroin can be dispensed with in therapeutics, the Mixed Sub-Committee recommends that the possibility of entirely forbidding its manufacture should be considered.

III. In the present stage of our knowledge of therapeutics, cocaine cannot always be replaced by its substitutes, but the Mixed Sub-Committee is of the opinion that its use should be limited to those branches of medicine where it is indispensable, namely, laryngology and ophthalmology, and that in particular the possibility of its prohibition in the practice of dentistry should be considered. Furthermore, the Mixed Sub-Committee is of opinion that the use of cocaine should not be left to patients. It also considers that the sale of patent medicines containing cocaine should only be permitted on a doctor's prescription.

Finally, in order to prevent contraband and illicit traffic and in order to facilitate supervision, the Mixed Sub-Committee is of opinion that the sale of cocaine should only be permitted in the form (sterilised) solutions.

IV. At present the provisions of the Hague Convention are not applicable to preparations containing less than two-tenths per cent of morphine and less than one-tenth per cent of heroin or cocaine.

The Mixed Sub-Committee believes that these provisions may to a certain extent facilitate illicit traffic in narcotic drugs on account of the fact that it will always be possible to distil a pure solution of one of these narcotic drugs and to recover in this way a considerable quantity of the drug, which would thus escape all supervision. The Sub-Committee ventures to call the attention of the Advisory Committee on Opium to this fact.

V. The French Government, in accordance with a decision of the Second Assembly of the League of Nations, has submitted to the Secretariat a list of the derivatives of morphine and of cocaine, which in its opinion have the same harmful effects as the drugs mentioned by the Hague Convention.

The Mixed Sub-Committee, having taken note of this communication, is of opinion that the provisions of the Convention should not be applied to these products, with the exception of those derived from ecgonin, namely:

Ethylbenzoylecgonin or ethylic coca,  
Propylbenzoylecgonin,  
Butylbenzoylecgonin,  
Cinnamylecocaine.

Dionin and peronin are products not widely used, which have an action similar to that of codein, and which, as far as experience has shown, do not produce the condition of euphoria which

leads to addiction. There is, therefore, no need to fear their abuse. Apomorphine and eupomorphine are not narcotics, but powerful emetics.

As regards artificial cocaine, the Mixed Sub-Committee has taken note of the decision adopted by the Advisory Committee at its third session, according to which cocaine should be defined by its chemical formula and not by its origin, with the result that artificial cocaine thus comes under the provisions of the Convention.

As regard the substitutes for cocaine mentioned in the list, they have nothing in common with cocaine except their anesthetic action, and do not produce the excitation of the central nervous system which leads to abuse. With the exception of novocain, which has made the use of cocaine for local anesthesia almost superfluous, the other products mentioned are very seldom used on account of their injurious accompanying effects on the patient.

VI. The Mixed Sub-Committee considers it necessary that the States should forward periodically to the Secretariat of the League of Nations a list of the new derivatives of opium and of cocaine which in their opinion are liable to have the same injurious effects as the products mentioned in the Hague Convention and which should consequently be brought under its provisions.

Finally, the Mixed Sub-Committee adopted the following decisions which are communicated to the Advisory Committee.

VII. The Advisory Committee on the Traffic in Opium and the Health Committee having appointed a Mixed Sub-Committee entrusted with the examination of certain medical problems concerning narcotic drugs, it would be useful if this Sub-Committee should meet during the sessions of the Advisory Committee in order that the latter might be able to consult it on questions within its competence.

Consequently, the Mixed Sub-Committee requests its Chairman to take all the necessary steps to give effect to this recommendation.

VIII. The Mixed Sub-Committee decides to appoint Professor Knaffl-Lenz as expert on the Committee.

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