

Geneva, July 1st, 1936.

LEAGUE OF NATIONS

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

**REPORT TO THE COUNCIL ON THE WORK
OF THE TWENTY-FIRST SESSION**

Held at Geneva from May 18th to June 5th, 1936.

CONTENTS.

	Page
Preliminary Remarks	2
I. Illicit Traffic :	
(a) Clandestine Manufacture	3
(b) Report of the Sub-Committee on Seizures	3
(c) Smuggling of Narcotic Drugs through the Post	4
(d) Measures to prevent the Use of Ocean-going Steamers for Illicit Traffic and Supervision in the Larger Sea-ports.	4
(e) Specialised Police Services to combat the Illicit Traffic.	5
(f) Campaign against Drug Addiction and the Illicit Traffic in Narcotic Drugs	5
(g) Forgery of Prescriptions	5
(h) Adulteration of Narcotic Drugs	5
(i) Imports and Exports of Acid Acetic Anhydride	6
(j) Statement concerning the Efficacy of the Present Methods of fighting the Illicit Traffic	6
II. Situation in the Far East	7
(a) Collaboration between China and the Treaty Powers with a View to the Application of Chapter IV of the Hague Convention.	7
(b) The General Situation in China	7
(c) The Situation in Japan	9
(d) The Situation in Macao	10
III. Consideration of Annual Reports for 1934	10
Supplementary Information	10
The Situation in Iran	11
Stocks of Raw Opium in the Netherlands Indies	11
Regulation of Codeine in Canada and the United States	11
Special Annual Reports on Prepared Opium	11
Synoptic Statistical Tables	12

	Page
IV. Opium Conventions :	
(a) Ratifications and Accessions	12
(b) Results of the Application of the Opium Conventions as shown in the Synoptic Statistical Tables attached to the Summary of Annual Reports	12
(c) Method of compiling Consumption Statistics	14
(d) Regulations applicable to Pharmacies	14
(e) Application of the Geneva Convention for 1925 :	
(1) Desomorphine as a Habit-forming Drug	14
(2) Application of Article 10 to Paracodeine	14
(f) Application of the Limitation Convention :	
(1) Disposal of Seized Drugs	15
(2) Returned Deliveries of Diacetylmorphine	15
(3) Abolition or Restriction of the Use of Diacetylmorphine	15
(4) Establishment by Governments of a Single Authority for the Supervision of Narcotic Drugs	15
(5) Scheme for a Study of National Laws and Regulations . .	16
(6) Method of distributing Laws, Annual Reports and Seizure Reports	16
V. Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Cultivation and Harvesting of the Coca Leaf	16
VI. Enquiry into Drug Addiction	17
VII. Anti-narcotic Education and Propaganda	18
VIII. Cannabis (Indian Hemp)	18
IX. Alterations in the Constitution and Procedure of the Advisory Committee . . .	18
X. Programme of Work	19

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs has the honour to submit to the Council the following report on the work of its twenty-first session, held at Geneva from May 18th to June 5th, 1936.

All the States Members of the Committee were represented, except Italy and Uruguay.

The Committee elected His Excellency Dr. Chodzko (Poland) as its Chairman, Mr. Hardy (India) as its Vice-Chairman and M. Delgorge (Netherlands) as its Rapporteur.

The Committee welcomed His Excellency M. Hotta as representative of Japan, His Excellency Phya Rajawangsan as representative of Siam, M. Numan Tahir Seymen as representative of Turkey, and His Excellency M. Subbotitch as representative of Yugoslavia.

The Committee decided to recommend to the Council that the term of office of Mr. Lyall and of M. de Myttenaere as Assessors to the Committee should be renewed for one year as from June 1st, 1936.

The Committee further renewed for a period of three years, expiring on July 9th, 1939, Sir Malcolm Delevingne's term of office as member of the Supervisory Body.

PRELIMINARY REMARKS.

The twenty-first session of the Advisory Committee, apart from its periodic general review of the illicit traffic and of the annual reports of Governments, was devoted mainly to a consideration of two major aspects of the situation, to which special attention is drawn in this report. The effective control now maintained over the legitimate manufacture of narcotic drugs in most countries of the world has driven illicit traffickers to obtain their supplies from clandestine sources. That is the first aspect. It has further driven them to regions of the world where, for the moment, effective control is difficult and, in effect, inadequate. There has accordingly arisen in the Far East an alarming situation for which a remedy has yet to be found. That is the second aspect.

A preliminary study on clandestine manufacture, its prevention and detection, prepared by the Secretariat, was noted by the Committee and will be forwarded confidentially to Governments for their observations. The situation in the Far East was considered with a view to securing more active assistance in the campaign against the drug evil from the local authorities of Governments having extra-territorial rights in China and from the authorities

of the Concessions, Settlements and Leased Territories. It was further discussed in the light of general statements made, more particularly, by the representative of China, who informed the Committee of the latest measures taken by the Chinese National Government in its application of the six-year plan for the suppression of opium-smoking and of the cultivation of the poppy, and by the representative of the United States of America, who directed the attention of the Committee to the extreme gravity of the situation in China, both north and south of the Great Wall, as shown by the latest information at his disposal.

The Committee would also draw special attention to the instructions which it has given to the Secretariat to continue its preparatory work with a view to the limitation and control of raw materials by international agreement and its decision to consider at its next session the general principles on which a convention for the control, in the first place of the opium poppy, might be based.

I. ILLICIT TRAFFIC.

(a) CLANDESTINE MANUFACTURE.

The Committee, which, during its previous session, had expressed great concern at the very serious nature of the present position, considered a confidential memorandum prepared by the Secretariat on clandestine manufacture and on the measures to be taken by Governments to prevent and detect it. The memorandum, after referring generally to the present sources of supply of the illicit traffic, dealt successively with the nature and extent of clandestine manufacture as shown by the information at present available, the raw materials used, the narcotic drugs produced, the machinery and equipment required. It gave particulars of the narcotic drugs seized in clandestine factories, large or small, the productive capacity of the factories which had been discovered and shut down, the nature of the auxiliary material needed for illicit manufacture and, finally, the means whereby clandestine factories had been detected.

The Committee would again emphasise that the illicit market is now largely supplied by clandestine manufacture. According to the conclusions reached, both by the Advisory Committee and the Permanent Central Board, the amount of narcotic drugs manufactured in licensed factories and found in the illicit traffic is insignificant. The world manufacture of drugs by authorised factories approaches so closely the legitimate needs of the world that there is little or no margin available from which the illicit traffic can obtain its supplies. These, therefore, are obtained from clandestine factories and laboratories, though it is impossible to ignore evidence that large quantities of narcotic drugs escape into the illicit traffic from Japan, where no clandestine factories have as yet been discovered.

Information available to the Committee shows that 54 clandestine factories were discovered and suppressed during the years 1929-1936. Of these factories, 16 were discovered in 1934 and 17 in 1935. The 54 factories or laboratories, most of which were of very little importance, were distributed as follows : Shanghai, 21 ; Tientsin, 5 ; Dairen, 6 ; Hankow, 1 ; Turkey, 13 ; Bulgaria, 1 ; France, 4 ; Greece, 2 ; United States of America, 1. This enumeration takes no account of the licensed factories closed by the Governments of Turkey and Bulgaria on the ground that, during the period under review, they manufactured partly for the illicit traffic.

The nature and extent of the clandestine manufacture carried on in territory under the control of the Chinese Government has not, moreover, been ascertained. Seizures made in the illicit traffic point to the existence of clandestine factories in China, north and south of the Great Wall, and information has in recent years been given as to the existence of specific establishments. These facts have been confirmed officially only in a few cases. There are known to exist in different parts of China large numbers of shops selling narcotic drugs, but the drugs supplied to these shops may be of foreign or of native manufacture or both. The Advisory Committee earnestly hopes that the Chinese and the other Governments concerned will supply such information as they can collect in regard to clandestine manufacture on Chinese territory under their control.

The Committee decided that the document prepared by the Secretariat should be forwarded confidentially to Governments for their information and guidance and that Governments should be asked to submit their observations or any additional suggestions which they might wish to put forward with a view to intensifying the campaign against clandestine manufacture. It was further decided that the Committee would reconsider at its next session the subject in the light of any new material which might thus be placed at its disposal.

(b) REPORT OF THE SUB-COMMITTEE ON SEIZURES.

The Committee approved, with certain amendments, the report of the Sub-Committee on Seizures. This report contains an account of the general trend and principal channels of the illicit traffic, and it surveys, in particular, the illicit traffic in Canada, the United States of America, the Latin-American countries, France, Bulgaria, Turkey, Egypt and China.

The report of the Sub-Committee is attached (see Annex 1).

(c) SMUGGLING OF NARCOTIC DRUGS THROUGH THE POST.

The Committee, during its previous session, had drawn the attention of the Council to information which had reached it from various sources showing that traffickers were taking advantage of the mails to despatch drugs illicitly by letter-post and in books and newspapers. Attention was also drawn to the use made by traffickers of postal boxes.

The Secretariat submitted to the Committee during its present session a memorandum reviewing the action previously taken in this matter by the Advisory Committee, describing the provisions relating to the despatch of narcotic drugs through the post contained in the Universal Postal Conventions and Arrangements and summarising the cases of illicit traffic by post reported to the Secretariat from 1921-1935 (document O.C.1630). The memorandum also indicated the regulations applied in the various countries to the despatch of drugs through the post, with such information as was available as to the degree and character of the control at present exercised by the various national administrations.

Evidence was before the Committee that illicit traffickers continued to make use of the mails in various countries, and the Chinese representative stated that his Government had issued a Decree providing for collaboration between the postal authorities in China and the Chinese authorities dealing with narcotic drugs.

The Advisory Committee noted the memorandum and decided that it should be forwarded to Governments for their information.

(d) MEASURES TO PREVENT THE USE OF OCEAN-GOING STEAMERS FOR ILLICIT TRAFFIC AND SUPERVISION IN THE LARGER SEA-PORTS.

The Sub-Committee on Seizures, in 1935, as the result of a discussion in regard to methods of preventing or making more difficult the smuggling of drugs on board ocean-going steamers, emphasised that a strict supervision was necessary over steamships and their passengers, both in ports of call where passengers and cargo came on board and in the terminal ports. It also emphasised the desirability of conducting searches on board during the voyage.

The Advisory Committee discussed this question during its twenty-first session in the light of a statement made by the representative of the United States of America, who expressed the view that the situation called for co-operation between Government agencies, shipowners and labour unions. He suggested a series of measures for general application by Governments and steamship companies. The Government measures proposed included the placing of responsibility on steamship companies by the imposition of fines on masters of vessels on which narcotic drugs were concealed, the establishment of coastguard patrols, more careful Customs inspection of passengers' luggage, Government rewards for information regarding shipments of narcotic drugs, the posting of warnings to passengers and crew. The measures suggested for adoption by steamship companies included the establishment of a mutual black list of members of crews implicated in the smuggling of narcotic drugs, rewards to persons giving information leading to a seizure of contraband narcotic drugs and inspection of luggage brought on board by members of crews. Further measures were suggested as to the maintenance of guards over vessels while in port, harbour patrols for the purpose, among other things, of keeping off sampans and other craft and supervision of visitors.

The statement of the representative of the United States gave rise to an interesting discussion, in the course of which the representatives of India, Mexico and Canada made useful comments and suggestions.

The Committee decided to communicate to Governments the suggestions of the representative of the United States of America so that countries threatened with this form of smuggling might consider the possibility of their application.

Particular attention was paid by the Committee to the question whether fines imposed on the masters of vessels were a just and effective measure of repression. The representative of India emphasised that, although certain types of Oriental crews would regard action by Customs or police officials without resentment, their own officers could often only take preventive action at serious risk to their lives. The Advisory Committee also considered to what extent it was possible to take effective steps to suppress smuggling by seamen, and noted with regret that, in certain ports, members of the crews were allowed to come on board without inspection of their luggage and that this situation appeared to be due to opposition on the part of the seamen's unions.

A representative of the International Labour Office was consulted on the action which might be taken with a view to securing the co-operation of the seamen's representatives in the Maritime Conference to be held in October next. The Committee felt it was extremely desirable that the assistance of the seamen's unions should be secured in helping Governments and steamship companies to suppress the smuggling of narcotic drugs. It was decided that the part of the report of the Committee relating to this question should be forwarded to the International Labour Office, which would consider how best the attention of the seamen's unions might be called to the matter.

(e) SPECIALISED POLICE SERVICES TO COMBAT THE ILLICIT TRAFFIC.

The Assembly, in 1934, expressed its conviction that specialised police services represented the only means whereby Governments could detect and close clandestine drug factories and effectively combat the illicit traffic, and it requested the Advisory Committee to take steps to obtain information as to the numbers and character of the staff assigned to this class of work in different countries.

Up to April 15th, 1936, forty-two Governments had responded to a request for information, and their replies were summarised in a memorandum submitted to the Advisory Committee during its present session (document O.C.1627). The Advisory Committee, moreover, received supplementary information from its members — in particular, from the representatives of Spain, China, Switzerland and Egypt.

The representative of Spain referred to a suggestion which had already been made at the meeting of the Council held on January 20th, 1936 (ninetieth session), to the effect that the Conference for the Suppression of the Illicit Traffic in Dangerous Drugs should make a recommendation in favour of the formation of specialised police forces in the various countries. He made a further suggestion that the Committee should consider the possibility of organising interchanges of police officials as between national administrations, a system which had given admirable results in the field of health work. This suggestion received general support.

The Advisory Committee noted that only the Council of the League could place on the agenda of the Conference for the Suppression of the Illicit Traffic the proposal under discussion, but that it would be open to the delegates to the Conference of any Government represented on the Committee to raise the question at the appropriate moment. The Committee decided that a special reference to the proposal of the representative of Spain should be mentioned in its report to the Council and that the memorandum on specialised police forces should be sent to Governments for information.

(f) CAMPAIGN AGAINST DRUG ADDICTION AND THE ILLICIT TRAFFIC IN NARCOTIC DRUGS.

The Committee noted the results of an enquiry into the measures taken by Governments and by national and international associations to organise the campaign against drug addiction and the illicit traffic in narcotic drugs (document O.C.1622).

The enquiry was undertaken under a resolution adopted by the Committee on May 25th, 1934, in which Governments parties to the 1931 Convention were asked for information regarding the measures taken or contemplated for the purpose of establishing the special administration mentioned in Article 15 of the Convention and regarding all other measures which they had taken or intended to take for the purpose of organising the campaign against drug addiction and suppressing the illicit traffic in accordance with Article 15 (c). The Secretariat was further requested to obtain information regarding the action taken and methods adopted in the campaign against narcotic drugs by national and international associations and by missionary organisations.

Thirty-eight Governments and twenty-two international organisations submitted information.

The Committee noted the memorandum.

(g) FORGERY OF PRESCRIPTIONS.

The Committee decided, as a result of a suggestion made by the representative of Mexico, to ask the Secretariat, on the basis of the annual reports from Governments and the seizure reports, to study to what extent cases of illicit traffic were due to the forging of medical prescriptions. The Mexican representative stated that his Government had, in 1935, made it compulsory for doctors to use for all prescriptions involving the dispensing of narcotic drugs special books of forms printed on paper which was considered to be proof against forgery. The Committee thought that it would be useful to ascertain to what extent the illicit traffic might be rendered more difficult by means of such precautions.

(h) ADULTERATION OF NARCOTIC DRUGS.

In recent years, there has been an increasing number of cases in which adulterated narcotic drugs have been found in the illicit traffic. The drugs are adulterated by the addition of either an inert substance, such as sugar of milk, bicarbonate of soda or boric acid, or some non-narcotic substance such as novocaine or brucine. Adulteration may in some cases be complete — in other words, customers are offered, instead of the drugs they wish to purchase, substitutes which do not contain any narcotic substance.

The Committee noted that, in the majority of countries, no provision yet appeared to have been made in the narcotic laws for cases in which adulteration was complete and where a non-narcotic product was offered for sale as a narcotic drug, though in such cases the trafficker might possibly be prosecuted for practising a fraud.

The Committee, after discussing whether it would be possible to provide by international agreement for some method of dealing with these cases and considering a report by a special Sub-Committee, adopted the following resolution :

“ The Advisory Committee,

“ Having had its attention drawn on several occasions to the fact that for some time past the drugs found or offered in the illicit traffic in several countries are frequently adulterated or replaced by other inert or non-narcotic substances ;

“ Considering that, in cases of this kind, the courts are faced with a legal problem, the solution of which — in as far as a solution is provided for — differs considerably from country to country ;

“ Considering that the transactions referred to cannot be regarded as ordinary cases of fraud on the part of the seller and that, further, the trafficker who seeks illicitly to obtain what he assumes to be a drug should not be placed on the same footing as the innocent victim of fraud ;

“ Instructs the Secretariat to prepare a survey of the question with any documentary material that may be available, so that, in the event of the forthcoming Conference for the Suppression of the Illicit Traffic in Dangerous Drugs desiring to take up the matter, the necessary information may be placed at its disposal.”

(i) IMPORTS AND EXPORTS OF ACID ACETIC ANHYDRIDE.

Governments, in view of the fact that acid acetic anhydride is used in the manufacture of heroin, were asked, in 1934, to furnish figures of their imports and exports of this substance for the years 1931-1934 and subsequently for each calendar year. While certain Governments furnished the statistical information requested, or stated that they were prepared to do so in the future, other countries, for technical reasons, and particularly owing to the absence of a separate heading for this commodity in their trade statistics, stated that they were unable to supply this information.

The question arose whether it was desirable to ask the Governments to continue to furnish these statistics, particularly as certain administrations had drawn attention to the difficulties involved and as acid acetic anhydride was used for the manufacture of other substances, such as aspirin and rayon pulp, and in the preparation of certain pharmaceutical products.

The Advisory Committee, after hearing the report of a special Sub-Committee appointed to consider the question, decided :

(a) That Governments should be warned of the dangers inherent in the possible use of acid acetic anhydride for the illicit manufacture of heroin and should be asked to give special attention to the movements of this commodity ;

(b) That Governments should be informed that they would not be required to furnish statistics of imports and exports of this substance after the end of 1936 ;

(c) That the Secretariat should be requested to continue its enquiry, after receiving the figures for 1935 and 1936, whether a special control of this product would afford a definite possibility of detecting or preventing clandestine manufacture, having recourse to the assistance of members of the Committee and, if necessary, of experts.

The representative of China explained that his Government had been unable to make any practical use of the detailed information regarding the imports into China which it had succeeded in gathering, because most of the importers were either Japanese or were located in territory under Japanese control. An appeal was made to the representative of Japan that he would endeavour to persuade his Government to ascertain the final destination of this chemical and the use to which it was ultimately put.

(j) STATEMENT CONCERNING THE EFFICACY OF THE PRESENT METHODS OF FIGHTING THE ILLICIT TRAFFIC.

The Advisory Committee notes that occasion has recently been taken to base, upon statistics of seizures at ports and borders, only generalisations which, while they were doubtless intended to emphasise the need for yet stronger measures in the campaign against narcotic drugs, have been widely interpreted as disparaging the work of the Opium Advisory Committee and of the narcotic administrations of the world. The Advisory Committee cannot accept this unjust interpretation.

The Committee would refer particularly to a statement to which wide Press publicity was given, that “ the present system of fighting the illicit traffic has broken down entirely ”. The Advisory Committee, which is in entire disagreement with the idea expressed in the sentence to which publicity was given, felt it necessary, in view of the adverse effect which might result from the statement, to express its views on the matter in a public meeting.

The Committee finds inadmissible the contention that drugs seized at ports and borders can, of themselves, properly be regarded as a reliable measure of the success of police efforts or of the effectiveness of the present system of control. It is also necessary to take into account other results accruing from police intervention and preventive action, which, as is well known to the Advisory Committee, are of the greatest value.

The Advisory Committee feels that it is wrong to base upon statistics of seizures only a conclusion that the present methods of combating the illicit traffic have not proved sufficiently effective, and it recalls that one of the principal duties entrusted to it is precisely that of watching the illicit traffic.

Effective police action aims, not merely at seizing drugs which have passed into the illicit traffic, but at preventing the illicit operations whereby the drugs become available for distribution. Evidence, necessarily of a confidential nature, to some of which reference is made in the report of the Sub-Committee on Seizures, and evidence within the knowledge of the Advisory Committee itself, clearly indicates that, on many recent occasions, the activities of international gangs of traffickers have, as a result of arrests or preventive police action, had to be abandoned.

Such evidence, taken with further indications before the Committee of an enormous increase in certain countries of the prices of illicit drugs and of the consequent adulteration of these drugs, affords, in the opinion of the Committee, a more reliable index of total progress achieved than calculations based on seizures at ports and borders only. The Committee, in confirmation of such progress, would refer to another part of this report, in which the results of the system of limitation and control established under the Opium Conventions and effectively enforced by Governments are reflected in the constant and progressive decrease since 1929 in the legitimate manufacture, export and consumption of narcotic drugs throughout the world. Now that the legitimate manufacture, export and consumption of narcotic drugs are subject to a control which tends to become increasingly strict, it will be possible further to define and intensify the campaign against the illicit traffic and to achieve results in respect of which the Committee has already received encouraging evidence.

The Advisory Committee, in the light of its experience and being in full possession of the facts, expresses the opinion that the present methods of fighting the illicit traffic have produced very appreciable results due, not only to international efforts, but also to the vigilance of the Governments and the police authorities, which have, during late years, worked in close co-operation with each other.

The Committee does not claim, however, that the present system of control is so perfect that it cannot be improved nor that constructive criticism is not helpful, and it recognises the necessity for further measures of international co-operation, more particularly in relation to clandestine manufacture.

II. SITUATION IN THE FAR EAST.

One of the principal preoccupations of the Committee during the present session was the alarming situation in China. Information placed before the Committee showed the continued existence in China, north and south of the Great Wall, of an enormous production of opium, of clandestine manufacture, and of a widespread illicit traffic in narcotic drugs, the manufacture and drug traffic being carried on in part by foreigners, principally Japanese and Koreans, living under extra-territorial jurisdiction and liable to penalties which, in the case of the Japanese and Koreans, were described by members of the Committee as in the circumstances "derisory". The Committee was so deeply impressed by the gravity of the position that it adopted the resolution of which the text is given hereafter.

(a) COLLABORATION BETWEEN CHINA AND THE TREATY POWERS WITH A VIEW TO THE APPLICATION OF CHAPTER IV OF THE HAGUE CONVENTION.

The Permanent Sub-Committee for the Application of Chapter IV of the Hague Convention noted the information which had been received from Governments and from the authorities of the Concessions and Settlements in China concerning the extent and character of the co-operation between China and the Treaty Powers with a view to the effective application of Chapter IV of the Hague Convention, including the important question of legislative measures applying in extra-territorial jurisdiction.

The Sub-Committee adopted a report embodying suggestions submitted by the Government of the United States of America. This report is annexed (Annex 2).

The Advisory Committee noted a declaration in which the representative of Iran stated that his Government, which had never refused to co-operate as fully as possible in the campaign against narcotic drugs, would furnish the information considered useful to the Committee as to the movements of raw opium from the port of Bushire which had hitherto been obtained from other sources.

(b) THE GENERAL SITUATION IN CHINA.

The general situation in China gave rise to a discussion in the plenary Committee, in the course of which important statements were made, particularly by the representatives of China, the United States of America and Japan.

The representative of China gave to the Committee the latest information at his disposal regarding the enforcement in China of the measures whereby it was proposed to suppress opium-smoking and the cultivation of the poppy within a period of six years.

In May 1935, the Central Political Committee of the Kuomintang had appointed Generalissimo Chiang Kai Chek as Inspector-General for the suppression of opium with powers to take any measures necessary for the accomplishment of his task. The Inspector-General was assisted by two bodies subject to his orders — namely, the Opium Suppression Supervisory Bureau at Hankow, whose task it was to suppress the transport and illicit sale of narcotic drugs and to control the transport and sale of opium for registered smokers, and the Central Commission for the Suppression of Opium, which had begun work at Nanking

in January 1936. The Central Commission co-ordinated the work of suppression in the various provinces and had declared at the close of its first plenary meeting in February 1936 that the Government was firmly resolved totally to suppress opium-smoking within the prescribed period of six years, that its plans would in no way be modified by regard for the revenue derived from the sale of opium, and that the whole nation was expected to support the Government in the work of suppression. In twelve provinces the cultivation of the poppy was already prohibited, and, in seven other provinces, a scheme of progressive reduction was in course of application. The period of reduction would vary from two to five years. Persons convicted of illicit cultivation might be punished with death. Opium from the provinces which were still authorised to cultivate the poppy was transported and sold under the direction of the Opium Suppression Supervisory Bureau. The revenue derived from these transactions, amounting annually to some 20000000 Chinese dollars, was devoted to expenditure for the suppression of opium, including the cost of commissions for the suppression of opium, subsidies to hospitals, cost of the Opium Suppression Supervisory Bureau and to expenditure required to assist regions where the cultivation of the poppy was suppressed. The sales of raw opium at Shanghai, Hankow and in nine provinces had amounted, in 1934, to 1960 tons, and the total number of registered smokers so far communicated to the central authorities had amounted to 1½ million.

The Chinese representative, in referring to measures taken in respect of manufactured drugs, stated that, in 1935, 45 kg. of morphine, 188 kg. of heroin and 703 kg. of narcotic pills had been seized; 970 persons had been executed for breaches of the narcotic laws. He stated that the greatest difficulty encountered in the suppression of the illicit traffic in narcotic drugs lay in the fact that certain foreign nationals profited from their privileged position to engage within Chinese territory in the illicit traffic in narcotics on a vast scale. He referred especially to the activities of Japanese nationals and, while paying a tribute to the assistance afforded on several occasions by the Japanese authorities in combating the illicit traffic emphasised that the situation remained extremely serious in certain parts of China, and particularly in North China.

He was confident that the Committee would associate itself with his hope that the co-operation of the Japanese authorities in question would, in future, be accorded to China unreservedly and in all parts of Chinese territory.

The representative of the United States of America informed the Committee of the results of an enquiry for the purposes of which the American authorities had recently enlisted the aid of Chinese citizens in every province to conduct an extensive survey of the production of raw opium and opium derivatives. The survey had covered the cost of production, taxation, selling prices, volume of production, movement of the opium and production derivatives. It had been conducted in every province of China both north and south of the Great Wall. It was reported that, while in twelve provinces of China there was no production in 1935, production had increased in some other provinces. The total production of opium at a minimum estimate had been calculated to be 12261 metric tons, or over 90% of the total world production; and in this connection the United States representative furnished information to the effect that, in Yunnan, cultivation, though it had ceased in districts where it was prohibited, was not only being maintained, but even encouraged by the provincial authorities in districts where it was authorised. In Manchuria and Jehol, moreover, production was said to be increasing by 6% annually, and little or no effective measures were being taken to limit or suppress it.

The situation in regard to clandestine manufacture of opium derivatives was described as "terrifying", more particularly in Manchuria and Jehol. The clandestine manufacture of narcotic drugs appeared to exist in all provinces of China, except Kwangsi, Chekiang, Kiangsi, Sikiang, Chinghai, Kansu, Shensi, Anhui, Shansi, Ninghsia and Chahar.

The representative of the United States of America, in placing the results of this enquiry before the Committee, laid special emphasis on the conditions obtaining in the province of Hopeh, in Tientsin, in Peiping and in Shanghai, for which, as he stated, Japanese and Korean traffickers were responsible. The Japanese consular authorities in China were helpless to remedy this situation, owing to the low penalties provided for illicit traffic by Japanese legislation.

He suggested that concentrated efforts should be made to check the smuggling of cocaine from Japan and Formosa, the import of Iranian opium into China from whatever port it came, and the excessive production of opium within the country itself.

Mr. Lyall, assessor on the Committee, in confirmation of the evidence submitted as to the extreme gravity of the situation, referred specially to the district of Chang-li, an area of about 800 square miles, with 400000 inhabitants. For this district alone, he had received a list of 131 shops owned by Japanese or Koreans in which morphine or heroin were sold. Only two of those shops had been closed as a result of action taken by the authorities. According to other lists in his possession, there were 323 opium dens in Amoy and 319 in Foochow kept by Japanese subjects. Other foreigners were involved in the illicit traffic, but at a time when China was making a great effort to suppress opium-smoking it was essential that the effective co-operation of the Japanese authorities in North China should be secured in dealing with Japanese nationals who had extra-territorial rights.

The representative of Japan said that his Government was fully alive to the gravity of the situation in North China and was anxious to help in every possible way to remedy it. He had received a report from the Japanese Consul-General at Tientsin stating that the establishment of consular police posts had done much to improve matters. In particular, on May 21st, 1935, the consular police had undertaken operations in the district of Chang-li, as a result of which 21 persons had been expelled from the territory and 2 shops had been closed.

According to information received, close collaboration had been established between the gendarmerie of Chinchow, the consular police, the police of "Manchukuo" and the police of the Mukden-Shanhaikwan Railway in order to prevent the entry of undesirable persons into the zone in question. Systematic investigations had also been begun concerning suspected persons in these places.

The representative of China said that the facts laid before the Committee by the representative of the United States of America proved that the measures taken in application of the plan for the progressive reduction and gradual suppression of poppy-growing in China were proceeding according to the programme laid down. He admitted that, in the districts where prohibition had not yet been introduced, the cultivation of the poppy was being maintained, but he added that every effort would be made to prevent its increase. To these districts of the province of Yunnan, for example, no commissioner from the Central Government had yet been despatched. The prohibition would, however, in due course be extended to them.

The Committee, summarising the conclusions of the discussion, adopted the following resolution :

" The Advisory Committee,

" Having again had its attention drawn to the increasingly serious situation existing in China as regards the clandestine manufacture and the illicit traffic in narcotic drugs ;

" Considering that the appeal made by the Chinese representative for the collaboration of the Governments concerned for the purpose of ending the alarming illicit traffic merits the practical support of Governments ;

" Considering, also, that the seriousness of the situation in China is partly due to the fact that the maximum penalties which can be imposed under Japanese law on traffickers of Japanese nationality have proved totally inadequate to serve as a deterrent or to prevent the illicit traffic ;

" Realising that the situation as revealed to the Committee has developed into a serious menace, not only to China, but also to the rest of the world ;

" Anxious to make every contribution to assist China in its campaign against the drug menace :

" Notes with great satisfaction the measures already taken by the Chinese Government for the purpose of suppressing the clandestine manufacture and the illicit traffic in narcotic drugs in the territory under its control ;

" Addresses an earnest appeal to the Government of China to continue and intensify its efforts towards this end and requests to be kept constantly informed of the situation ;

" Addresses an equally earnest appeal to the Japanese Government to continue and redouble its efforts and to take such action as may be necessary to provide penalties for the illicit traffic in narcotic drugs and for their manufacture likely to act as effective deterrents wherever Japanese jurisdiction extends ;

" Recommends all Governments which have not already done so to take every possible step to prevent their nationals from engaging in illicit traffic in China."

(c) THE SITUATION IN JAPAN.

For some years past, the Advisory Committee has had reason to suspect that there was an extensive traffic in cocaine and other drugs from Japan to the North American continent, India and other Far-Eastern territories. The representatives of Canada and the United States furnished conclusive evidence at this session of an organised traffic to these countries of drugs originating from Japan. The Sub-Committee on Seizures drew the attention of the Advisory Committee to this state of affairs. The Committee would emphasise that the Japanese authorities have not yet been able to discover how the drugs, labelled as of Japanese origin and seized in many places, have been diverted into the illicit traffic from authorised factories in Japan. It was again struck by the inadequacy of sentences passed by the Japanese courts on Japanese traffickers, and decided to repeat its earlier appeals to the Japanese Government to enact legislation which will provide really deterrent sentences on drug traffickers.

The Committee is of opinion that, if a solution of the two problems mentioned above could be reached, this would go a long way towards stopping the illicit traffic out of Japan.

The representative of Japan, who, in reference to the situation in China, had assured the Committee that his Government was resolved to take effective measures, which, he believed were already being put into operation, and who asked the Committee to have confidence in his assurances and in the goodwill of the Japanese Government, informed the Committee that he had received a telegram from his Government stating that at Kobe the police had arrested

twenty-six persons who were apparently the centre of an organisation of traffickers, presumably of the same groups implicated in the cases to which the Canadian Government had drawn attention. The telegram further stated that the police at Kobe were investigating information to the effect that use was being made of ships sailing from Kobe to the Pacific coast.

(d) THE SITUATION IN MACAO.

The representative of the United States enquired whether the Macao Opium Monopoly had been exporting raw opium to Chinese ports, and he asked for information concerning the stocks of raw opium in Macao as they had stood at the end of 1934, and put a number of other questions.

The Committee learnt that the Portuguese Central Government, which had for some time been dissatisfied with the working of the Macao Opium Monopoly, had instituted an enquiry, which was still proceeding. Certain officials of the Monopoly had been dismissed by the Governor and expelled from the colony. The Committee noted that a new Governor would shortly be appointed and that the Portuguese Government had decided to reorganise the administration of the monopoly system in Macao.

The Portuguese representative undertook to enquire into the points raised by the representative of the United States of America and to place the necessary information at the disposal of the Committee. He further undertook to use his influence to ensure that the reports from Macao on prepared opium would in future be submitted in accordance with the form of report approved by the Advisory Committee.

III. CONSIDERATION OF ANNUAL REPORTS FOR 1934.

The Committee devoted several meetings to discussion of the annual reports of Governments for 1934. It noted with satisfaction that the Summary of Annual Reports prepared by the Secretariat (document O.C.1621) contained an introduction embodying general observations on the annual reports and calling attention to matters of special interest.

The introduction was especially welcome in view of the fact that the new form of annual reports, approved by the Advisory Committee on November 24th, 1934, and noted by the Council on June 14th, 1935, had elicited more extensive information from Governments, some of which had included very useful general descriptions of the system of drug control in force.

One hundred and forty-one annual reports were received, of which 17 related to prepared opium; 46 were annual reports from sovereign States and 95 reports related to the various territories.

The representative of Egypt, presenting the report for 1935 of the Central Narcotics Intelligence Bureau at Cairo, referred briefly to the improvements effected in the Egyptian situation during the last three years and took the opportunity of informing the Committee of the great interest taken in its work, and more especially in the campaign against narcotic drugs in Egypt, by His Late Majesty King Fuad.

The Committee noted with regret that the majority of the Latin-American States did not furnish their annual reports regularly. It again addresses an urgent appeal to these States asking them to give their indispensable contribution to the common cause.

SUPPLEMENTARY INFORMATION.

Certain members of the Committee, in reviewing the annual reports and examining the synoptic tables of statistics attached to the summary prepared by the Secretariat, gave supplementary information to the Committee.

The representative of Spain described the system of control exercised over wholesale dealers and pharmacies and measures applied to addicts under new regulations which had just come into force, and the representative of France gave further explanations of the system whereby deliveries from factories and reserve stocks were regulated and limited in accordance with the approved estimates of consumption for the current year.

The representative of the United States of America made an interesting statement to the Committee prepared by Dr. Walter L. Treadway, Assistant Surgeon-General of the Public Health Service, on the working of the first federal institution for the treatment of drug addicts established in the United States at Lexington, Kentucky. He informed the Committee that over 1000 persons had been admitted to the farm during the first ten months. Experimental studies for determining the addiction potentiality of various drugs were being made at the narcotic farm by a competent, trained body of workers and with adequate clinical material.

The Chairman (representative of Poland) informed the Committee, as an example of the severity shown by the Polish authorities in dealing with cases of illicit traffic in drugs, that persons sentenced for offences connected therewith had been excluded from the general amnesty decreed on the coming into force of the new Polish Constitution.

THE SITUATION IN IRAN.

The Committee noted a statement in the annual report for Iran that the import permit system did not exist in that country. The representative of China referred in this connection to the export from Iran in 1933 of 35546 kg. of raw opium and the export of 43659 kg. in 1934, which did not appear in the Chinese import statistics.

The representative of Iran explained that the system of import certificates, while it had not yet been adopted officially by the Iranian Government, was applied in practice in the case of Europe and of certain Far-Eastern countries, and that no consignments were allowed to go forward unless accompanied by an import certificate. There were, however, certain areas in China which did not come under the control of the Central Chinese Government, and certificates for the quantities referred to by the Chinese representative had probably been issued by the local authorities of these areas. The Iranian authorities were not under any formal obligation to require import certificates and did not feel bound to enquire fully into their source so long as they were satisfied that the certificates were issued by a public authority.

The Committee recalled that the representative of Iran, at a previous session, had given its members reason to hope that his Government would shortly ratify the Conventions of 1912 and 1925. The view was expressed that the whole problem of the illicit traffic was necessarily complicated by the fact that the Iranian authorities did not feel it necessary to enquire fully into the origin of the import certificates required for the exports of raw opium from Iran.

The representative of Iran stated that it was the intention of his Government to ratify the Conventions as soon as it was possible for it to do so.

STOCKS OF RAW OPIUM IN THE NETHERLANDS INDIES.

The representative of the Netherlands alluded to a reference made in the report to the Council of the Central Opium Board to "excessive stocks" of raw opium in the Netherlands Indies. He stated that the stocks in question were the property of the Government of the Netherlands Indies and, as stated in the Board's report to the Council, were entirely in the control of the Government. The export of raw opium from the Netherlands Indies was, moreover, prohibited, not only by national law, but also by the provisions of Article VI of the Geneva Agreement of 1925. The stocks were larger than usual owing to a decrease in the consumption of prepared opium and would suffice to meet the annual needs in raw opium for the preparation of smoking-opium for a period of from six to seven years. There was no ground whatever for any misgiving as to the existence of these stocks, which could not in the circumstances be described as excessive.

REGULATION OF CODEINE IN CANADA AND THE UNITED STATES.

The representative of Canada, alluding to the fact that, in the United States, codeine was regarded as coming under the same category as morphine and other dangerous drugs, whereas, in Canada, though licences were required for imports and exports, limited quantities might be sold freely by pharmacists, expressed the hope that a decision might shortly be given by the Health Committee of the League as to whether this drug should be included in the category of habit-forming drugs. Canada awaited the results of this enquiry and, so long as these existed a difference in the legislation between the two countries, a certain amount of smuggling was inevitable.

SPECIAL ANNUAL REPORTS ON PREPARED OPIUM.

The Advisory Committee was glad to note that the consumption of prepared opium was steadily decreasing in almost all the countries concerned, as evidenced by sales by the Government monopolies.

The representative of the United Kingdom informed the Committee that it had become evident in January 1935 that purchases of opium in Singapore were only 50% of the normal quantities. In September of that year, while the total number of smokers on the register in Malaya was 707073, 33167 were classified as non-active smokers — *i.e.*, persons who had not purchased opium for over six months. He further stated that a gratifying change had been noted in the attitude to opium-smoking of the Chinese community; more particularly, young Chinese were now taking a keen interest in games and other forms of social activity. It was further noted that, in Formosa, the number of opium-smokers had decreased from 169000 in 1900 to about 16000 in 1934, and that excellent results were being obtained by the Netherlands Indies and French authorities respectively in their campaign against the use of prepared opium in the Netherlands Indies and Indo-China.

Special emphasis was laid in the reports on prepared opium from Hong-Kong, the Federated Malay States, the Straits Settlements and the Netherlands Indies on the development of education, social services and amenities as a means of preventing the habit of opium-smoking among the younger generation. The most hopeful feature of this development was the marked change which was taking place in the habits of younger people. In the Netherlands Indies, for instance, only 146 of the 43000 licensed smokers were under 30 years of age in 1934.

SYNOPTIC STATISTICAL TABLES.

The statistics contained in the synoptic statistical tables concerning manufactured drugs attached to the Summary of Annual Reports are taken from the annual statistical returns published by the Permanent Central Opium Board. For the purpose of compiling some of these tables, however, recourse is had to statistical data supplied by the Governments to the Board, which the Board, for practical reasons, does not publish in their entirety. The Committee expressed the view that the tables were of great value, and indispensable to their work.

The following resolution was adopted :

“ The Advisory Committee desires to emphasise the importance and usefulness for its work of the synoptic statistical tables in the form in which they have been hitherto prepared by the Secretariat and requests the Central Board to be good enough to furnish to the Secretariat the same information as it has furnished up to now. The Advisory Committee thanks the Central Board for the valuable collaboration which it has maintained with the Committee and with the Secretariat.”

The Committee further decided that the Secretariat should in future prepare a commentary upon the tables, drawing attention to the results indicated by the figures and the inferences to be drawn from them.

IV. OPIUM CONVENTIONS.

(a) RATIFICATIONS AND ACCESSIONS.

The Committee noted with satisfaction a further increase in the ratification of Conventions.

The Union of Soviet Socialist Republics acceded to the Geneva Convention of 1925 in 1935. Fifty-three sovereign States are now parties to this instrument.

There were seven accessions in 1935 and two so far in 1936 to the Limitation Convention of 1931 — Afghanistan, Denmark, Ecuador, Estonia, Japan, Luxemburg, New Zealand, Panama and the Union of Soviet Socialist Republics. The total number of sovereign States parties to this Convention was thus increased to fifty-eight. Further, the United Kingdom had notified the accession to the Convention of a number of British colonies and territories.

There are now six States parties to the Agreement for the Suppression of Opium-smoking, signed at Bangkok on November 27th, 1931, the latest ratification being that of India, on December 4th, 1935. Japan, however, has yet to ratify the Agreement before it can come into force.

The Hague Opium Convention, 1912, though there have been no further accessions since 1933, remains the Convention to which the largest number of States — fifty-nine — are parties.

(b) RESULTS OF THE APPLICATION OF THE OPIUM CONVENTIONS AS SHOWN IN THE SYNOPTIC STATISTICAL TABLES ATTACHED TO THE SUMMARY OF ANNUAL REPORTS.

An examination of the progressive decrease of world manufacture of the three principal drugs — morphine, diacetylmorphine and cocaine — during the period 1930 to 1934 shows that manufacture reached its lowest point in 1934. The amounts manufactured in that year — 26.7 tons of morphine, 1.1 ton of diacetylmorphine and 3.4 tons of cocaine — are the lowest recorded in respect of these three drugs since the League of Nations secured figures which might be regarded as sufficiently complete.

Manufacture.

The following table indicates the total quantities of these three drugs legitimately manufactured throughout the world for the period 1930-1934 :

	1930 Kg.	1931 Kg.	1932 Kg.	1933 Kg.	1934 Kg.
Morphine	38634	30457	27580	29997	26778
Diacetylmorphine	4088	1249	1315	1347	1110
Cocaine	5838	4612	3968	4010	3472

It should be noted in respect of the manufacture of morphine in 1934 that the total quantity shown as produced in that year was inferior to the sum of the quantities of morphine used in the same year for conversion into other drugs (21599 kg.) and of morphine remaining as such (5777 kg.). While total manufacture amounted to only 26778 kg., the sum of the two separate totals amounted to 27376 kg.

These figures are much more striking if account is taken of the fact that, in 1934, the total world consumption of morphine as such amounted to 6810 kg. Adding to this figure the quantity of morphine used for the manufacture of certain preparations (541 kg.) or converted during the same year into other drugs (21599 kg.), a total of 28950 kg. is obtained. The total quantities of morphine used in 1934 either for consumption or conversion or the manufacture of certain preparations accordingly exceeds by about 2.2 tons the total quantity

manufactured. For the first time since the League of Nations has had under observation the manufacture and use of morphine, the quantities effectively used during the year appreciably exceed the quantities effectively manufactured.

It is clear that the quantity used during 1934 in excess of the quantities manufactured during that year came from the stocks of the previous year. A comparison of world stocks of morphine at the beginning and end of 1934 confirms this conclusion. While on January 1st, 1934, there were 10116 kg. of morphine in stock, there were only 7969 kg. in stock on December 31st. There was, in fact, a decrease of 2.2 tons in the stocks of morphine.

It is interesting to note, in regard to this general decrease in the quantities of morphine manufactured throughout the world, that two opposing tendencies are clearly evident. First, there is a relatively large increase of manufacture in certain new manufacturing countries — that is to say, countries which began to manufacture morphine in 1930 or subsequent to that year; secondly, there is a very appreciable decrease of manufacture in the old manufacturing countries.

This development is indicated in the following table :

Manufacture of Morphine in Certain New Manufacturing Countries :

Country	Total manufacture of morphine	
	1933 Kg.	1934 Kg.
Belgium	419	973
Hungary	192	365
Poland	174	456
Sweden	72	141
Czechoslovakia	367	460

Manufacture of Morphine in Certain Old Manufacturing Countries :

Country	Total manufacture of morphine	
	1933 Kg.	1934 Kg.
Germany	6285	4983
France	4482	3022
Switzerland	1595	805
United States of America	7015	5983

The relative importance of the manufacture of narcotic drugs in the various countries individually in relation to world manufacture in 1934 was as follows :

For *morphine*, the United States of America takes first place. The United States produced nearly 6 tons of morphine, or 22½ % of the total world manufacture. Germany comes next with 18.6 % (about 5 tons), Japan comes third with 12.4 % (3.3 tons) and France comes fourth with 11.3 % (about 3 tons).

Japan takes first place among manufacturing countries in respect of *diacetylmorphine*, being responsible for 49.3 % of the total world manufacture (547 kg.). The United Kingdom comes second with 9.2 % (102 kg.), and the Union of Soviet Socialist Republics comes third with 8.6 % (96 kg.).

Japan again heads the list of manufacturing countries in respect of *cocaine*, being responsible for 26.2 % of the total world manufacture (910 kg.). The United States of America comes second with 24.7 % (856 kg.), and the United Kingdom comes third with 11.1 % (385 kg.).

Germany heads the list of manufacturing countries in respect of *codeine* and *dionine*, manufacturing, in 1934, 22.6 % of the total world manufacture of codeine (3890 kg.) and 35.9 % of dionine (614 kg.). The United States of America comes second with 21.6 % (3731 kg.) and 13.8 % (236 kg.) respectively. France takes third place in respect of the manufacture of codeine with 18.1 % (3124 kg.), and the Union of Soviet Socialist Republics comes third in respect of dionine with 12.3 % (211 kg.).

Exports.

A comparison of the quantities of the three principal drugs exported during the period 1930-1934 shows the same tendency towards a decrease. The following figures illustrate this tendency :

	1930 Kg.	1931 Kg.	1932 Kg.	1933 Kg.	1934 Kg.
Morphine	2618	1922	1760	1728	1456
Diacetylmorphine	886	358	311	319	243
Cocaine	1789	1451	1416	1418	1115

For all three drugs, the exports for 1934 were the lowest as yet recorded.

Consumption.

The world consumption of the three drugs appears to follow the general movement noticed in respect of manufacture and exports. The quantities consumed during the period 1932-1934 were as follows :

	1932 Kg.	1933 Kg.	1934 Kg.
Morphine (as such)	7255	7410	6810
Diacetylmorphine	1257	1135	1019
Cocaine	3542	3409	3209

World consumption, accordingly, appeared to have reached its lowest level up to date in 1934.

It may be generally stated that the quantities legitimately manufactured by licensed firms came increasingly near, in respect of diacetylmorphine and cocaine, to the quantities necessary for legitimate consumption, and that in 1934 the quantities of morphine remaining as such are even lower than are necessary for legitimate consumption.

The Committee, in conclusion, noted that the tendency towards a continued decrease is apparent in manufacture as well as in export and consumption of the three principal drugs.

These very encouraging results obtained are a striking justification of the work of the League of Nations and a conclusive argument in favour of extending the system of international Conventions so that the clandestine manufacture and trade may be eliminated, such trade being at present the almost exclusive source of supply for the illicit consumption of narcotic drugs.

(c) METHOD OF COMPILING CONSUMPTION STATISTICS.

The Committee, in the light of observations submitted by the Permanent Central Opium Board and the Supervisory Body, discussed the different methods of compiling consumption statistics as described in the Model Code.

The Committee concluded :

- (1) That all the methods recommended in the Model Code, framed with a view to the application of the Limitation Convention of 1931, were satisfactory and that Governments might choose between these methods according to their special circumstances ;
- (2) That all these methods, to be satisfactory, required that the system of control exercised by Governments over the movement of drugs should be adequate and a sufficient check kept by the administrations concerned on these movements.

(d) REGULATIONS APPLICABLE TO PHARMACIES.

The Committee considered a summary of information furnished by Governments of the regulations applicable to pharmacies in their respective countries (document O.C.1632). The memorandum covered the regulations applicable to the practice of the profession of pharmacy, the conditions under which the sale of dangerous drugs by pharmacists was permitted, and the supervision exercised over the purchase and sale of narcotic drugs by pharmacists.

The Advisory Committee asked the Secretariat to prepare for the next session, on the basis of the information furnished by Governments, a draft of certain standard rules for control over pharmacies, which might be regarded as a minimum of what was necessary for an effective supervision.

(e) APPLICATION OF THE GENEVA CONVENTION OF 1925.

(1) *Desomorphine as a Habit-forming Drug.*

The representative of the United States of America informed the Committee of the results of an investigation into the properties of desomorphine organised by the American National Research Council. He expressed the hope that the manufacture, sale, distribution and use of this drug might be prohibited throughout the world and announced that his Government intended in any case to enforce a total prohibition in this sense.

The Committee, noting that the drug came under the provisions of Article 11 of the Limitation Convention, decided to send the statement of the American representative, with all relevant documents, to the Health Committee for action in accordance with the provisions of Article 10 of the Geneva Convention of 1925 and Article 11 of the 1931 Convention, as the case might be. It was understood that the Advisory Committee, on receiving the decision of the Health Committee, would, if necessary, consider the adoption of a recommendation to Governments to prohibit entirely the manufacture, sale, distribution and use of this drug.

(2) *Application of Article 10 to Paracodeine.*

The Health Committee, in October 1935, noting that paracodeine, though not itself a habit-forming drug, might be converted into such a drug, declared its opinion that it should be brought under control similar to that provided for codeine under the Limitation Convention

of 1931. It further noted, however, that, from the strictly legal point of view, neither the Convention of 1925 nor the Convention of 1931 was applicable to this drug. Under the Convention of 1925, the possibility of converting a harmless substance into a narcotic substance was not a sufficient reason for bringing it under control, whereas the Convention of 1931 could only be extended to substances which had not come into use on the date when the Convention was signed.

The Advisory Committee, noting the decision taken by the Health Committee, asked the Secretariat to obtain the advice of the Legal Section of the Secretariat and decided that the matter should be further considered at its next session.

The Advisory Committee also noted decisions of the Health Committee concerning the following drugs : sterilised solutions of morphine and atropine or of eucodal and atropine, perparine, preparations based on extracts or tinctures of Indian hemp and delcaine.

(f) APPLICATION OF THE LIMITATION CONVENTION.

(1) *Disposal of Seized Drugs.*

The Advisory Committee, during its nineteenth session, reminding Governments that the Convention of 1931 did not permit the export of confiscated drugs, recommended that such drugs, if not destroyed or converted but reserved for medical or scientific use within the meaning of Article 18 of the Convention, should be devoted to the requirements of hospitals and scientific institutions, or incorporated in Government stocks. Most of the Governments who replied to this recommendation expressed agreement with the interpretation of Article 18 given by the Advisory Committee. Some Governments, however, could not accept the interpretation of the Committee.

The question was again raised during the twenty-first session, when attention was drawn to the import into the United Kingdom of 200 ounces of drugs resulting from seizures in British colonies. The representative of the United Kingdom stated that hitherto his Government had taken over confiscated drugs from its colonies. The authorities had, however, decided that diacetylmorphine seized in the illicit traffic must be destroyed, and the question of the disposal of other drugs seized in British colonies was still under consideration.

The representative of the Netherlands informed the Committee that his Government could not agree with the interpretation of Article 18 of the Limitation Convention generally accepted ; it maintained its view that such drugs might be remarketed under Government control.

(2) *Returned Deliveries of Diacetylmorphine.*

The Government of Finland, in May 1936, asked for an opinion by the Advisory Committee as to whether Article 10 of the Limitation Convention of 1931 permitted of the return to exporting countries of diacetylmorphine or its salts in cases where the drug did not conform to the requirements of the national pharmacopœia or to the conditions agreed upon when the order was placed.

Mr. Lyall (Assessor) informed the Committee, during its session, that it would be of assistance to the Permanent Central Opium Board if the Committee would express its views on the subject. The Board had hitherto acted on the assumption that the returns of deliveries of narcotic drugs not up to the required standard should not be regarded as exports under Article 10 of the Limitation Convention.

The Committee agrees that such returns should not be regarded as exports or re-exports, within the meaning of Article 10, and are therefore not contrary to the provisions of that article.

(3) *Abolition or Restriction of the Use of Diacetylmorphine.*

The Limitation Conference of 1931 recommended that each Government should examine in conjunction with the medical profession, the possibility of abolishing or restricting the use of diacetylmorphine and communicate the results of its examination to the Secretary-General of the League.

The Committee noted that, in reply to the Circular Letter addressed to the Governments on May 7th, 1934, calling attention to this recommendation, forty-two Governments had communicated their views. Twelve Governments state that they are in favour of restricting diacetylmorphine or that its use is already restricted either by law or practice within their territories. Nine countries state that they are in favour of completely abolishing the use of this drug, and seven countries inform the Committee that its use, manufacture or importation is already prohibited. Thirteen countries communicate their reasons for not feeling able to consider abolishing or restricting the use of diacetylmorphine.

The Committee, having noted a memorandum summarising this information (document O.C.1589(1)), requested the Secretariat to communicate it to the Governments for their information.

(4) *Establishment by the Governments of a Single Authority for the Supervision of Narcotic Drugs.*

The Limitation Conference of 1931 recommended that, in countries whose administrative organisation allowed of such a procedure, the supervision of the trade in narcotics as a whole should be placed in the hands of a single authority and that, in countries where the supervision was in the hands of several authorities, steps should be taken to establish co-ordination between them.

The Advisory Committee noted a memorandum prepared by the Secretariat summarising information obtained from Governments as to the steps which they had taken to comply with this recommendation (document O.C.1636), and requested the Secretariat to communicate it to Governments for information.

Twenty-two Governments, in their annual reports for 1934, intimated that, for the application of Article 15 of the Convention of 1931, it was not thought necessary to set up a special new administration, while ten States furnished direct information in this sense in reply to a communication of the Secretary-General. The majority of the sovereign States have not, indeed, felt it necessary to change their administrative arrangements as the result of the entry into force of the Convention of 1931.

(5) *Scheme for a Study of National Laws and Regulations.*

The Assembly, in 1929, requested the Secretariat to consider the possibility of preparing a digest or survey of the national laws and regulations relating to narcotic drugs with a view to facilitating a more effective application of the Geneva and Hague Conventions.

The Advisory Committee noted, this session, a memorandum prepared by the Secretariat embodying the general outline of a scheme for the study of national laws and regulations with the ultimate object of ascertaining the extent to which the principles embodied in the drug Conventions are in fact applied (document O.C.1631).

The Advisory Committee instructed the Secretariat to proceed with the proposed scheme of study, applying it in the first instance to certain chosen countries. It was understood that the Committee, after considering the results of this initial study, would decide how best it might be further continued.

(6) *Method of Distributing Laws, Annual Reports and Seizure Reports.*

The Advisory Committee learned with satisfaction that the following method of distribution would be applied :

The Secretariat will, from July 1st, 1936, communicate to the parties to the Convention of 1931, and to the other members and States non-members of the League of Nations, the laws and regulations, as well as the annual reports, and the reports on specific cases of illicit traffic forwarded to the Secretary-General in accordance with Articles 21 and 23 of the Convention.

Laws and regulations will be communicated in the language in which they are received by the Secretariat, and Governments will be requested, when forwarding laws and regulations, to send in 100 copies in each case to make possible a distribution of one copy to each of the other Governments, and to leave a small stock in reserve to meet requests for more copies from Governments or members of the Committee.

Individual seizure reports will be distributed in the two official languages of the League, in roneo form, the translations being made, when necessary, by the Secretariat. In addition, a printed document containing summaries of these individual seizure reports will be issued quarterly, as hitherto.

Annual reports will be communicated to the parties to the Convention and to the Members and States non-members of the League as well as to the Advisory Committee.

The annual reports will be communicated to Governments in the language in which they have been drawn up, provided that this is one of the two official languages of the League. Annual reports drawn up in another language will be translated by the Secretariat into either French or English. All the reports will be communicated in printed form.

During the last few years, a number of Governments have forwarded their annual reports in printed form in either of the languages of the League with a sufficient number of copies for distribution to Governments. If this system is continued and extended, the work and the expenses of the Secretariat will be considerably decreased. The Advisory Committee, expressing its appreciation of this practice, hopes that Governments will at least submit their annual reports in one of the official languages of the League.

The present Summary of Annual Reports will be discontinued and replaced by an analysis accompanied by the usual synoptical statistical tables.

V. PREPARATORY WORK FOR A CONFERENCE TO CONSIDER THE POSSIBILITY OF LIMITING AND CONTROLLING THE CULTIVATION OF THE OPIUM POPPY AND THE CULTIVATION AND HARVESTING OF THE COCA LEAF.

The Committee considered a report prepared by the Secretariat based on information supplied by Governments, in response to the questionnaire sent out in 1933 concerning the cultivation of the opium poppy, the production of raw opium and the cultivation and harvesting of the coca leaf (document O.C.1641). The Committee noted that the information received was still very incomplete.

The Turkish representative, who drew the attention of the Committee to tendencies which had become apparent in certain countries to introduce cultivation of the poppy at a time when the old producing countries were endeavouring to decrease their output, stated that the policy of his Government in regulating the cultivation of the opium poppy was to

maintain a balance between the yield of the poppy crop and the needs of the national and international markets, while at the same time safeguarding as far as possible the interests of the farmers. The Turkish Government could not at the moment admit the urgency for an international agreement restricting its liberty of action in this matter, though it did not underrate the advantages of an international arrangement and was not, in principle, opposed to the meeting of an international conference.

The Iranian representative did not think that the problem was yet ripe for practical consideration, emphasising that the available information was still very incomplete and that further material would with difficulty be obtained. His Government was prepared to limit the cultivation of the opium poppy and was not opposed to the calling of a conference in due course.

The Chinese representative expressed himself in favour of convening a conference, representing that, if opium cultivation could be limited internationally, such limitation would be a great encouragement to the Chinese Government in suppressing cultivation of the poppy in Chinese territory in accordance with the six-year plan.

The view was expressed by other members of the Committee that the sacrifices of the producing countries which would inevitably be imposed by a limitation of raw materials were a necessary sequel to the sacrifices which had led the countries manufacturing narcotic drugs to accept a system of rigid limitation, and it was strongly urged in the Committee that the proposed conference should not be indefinitely delayed owing to lack of information from the producing countries.

The representative of Portugal, noting that there was very little information available regarding the coca leaf, but that the principal opium-producing countries were prepared to co-operate with the Committee, suggested that the two questions of the cultivation of the opium poppy and the cultivation and harvesting of the coca leaf should be separated, and that efforts should be concentrated for the time being on preparing for a conference to limit and control the cultivation of the poppy only.

The Advisory Committee adopted the following resolution :

“ The Advisory Committee on Traffic in Opium and other Dangerous Drugs,

“ Considering that the studies carried out and the documentary material collected with a view to limitation and control of the cultivation of the opium poppy on the one hand and the cultivation and harvesting of the coca leaf on the other hand have shown that these two questions present themselves under different aspects and possess different economic characteristics ;

“ Considering that, in regard to the opium poppy, measures of controlling cultivation are urgently needed ;

“ Considering, on the other hand, that the control of the cultivation and harvesting of the coca leaf are unlikely to become applicable in the near future on account of the special circumstances connected with its production :

“ Decides :

“ (1) To propose to the Council that the two problems should be dissociated from each other ;

“ (2) To continue the studies and the collection of documentary material relating to control of the cultivation of the opium poppy with a view to convening at as early a date as possible a conference for the limitation and control of this raw material ;

“ (3) To adjourn to a later date the problem of the control of the coca leaf, while nevertheless considering that the studies relating to this problem should be continued.”

It was understood that the Committee would at its next session examine the principles which might serve as a basis for the Convention on the limitation of the cultivation of the opium poppy, and the question of the creation of a Preparatory Committee for the purpose of drawing up a preliminary draft Convention. The French representative, at a private meeting, made a most important statement directing the attention of the Committee to some of the main aspects of the problem.

The Committee decided that the Governments of the producing countries should be requested to furnish all the information which was asked for in the questionnaire and which it was possible for them to supply by January 31st, 1937.

VI. ENQUIRY INTO DRUG ADDICTION.

The Advisory Committee, at its twentieth session, instructed the Secretariat to submit a survey showing all the figures in its possession relating to the question of addiction, the registration of addicts and the extent of addiction in the various countries. The attention of the Assembly in 1935 was drawn to the fact that the campaign against the illicit traffic in narcotic drugs and drug addiction was hampered by the lack of knowledge as to the magnitude of the problem, the real extent of addiction and the amounts of the drugs consumed annually by addicts in the various countries being at present unknown factors. The Assembly, while appreciating the difficulties inherent in the task, supported the decision of the Advisory Committee to ask the Secretariat to collect such information as might be available and expressed the hope that the Governments would not hesitate to make every effort to supply the information required.

The Advisory Committee, during its present session, noted a memorandum prepared by the Secretariat in accordance with these instructions based on information furnished by

Governments in their annual reports or otherwise placed at the disposal of the Advisory Committee.

The Committee decided that a questionnaire on drug addiction should be sent to the Governments requesting them, as from January 1937, to supply the Secretary-General of the League of Nations annually for a few years with information relating to the extent of addiction, establishments for the treatment of addicts and the number of addicts belonging to certain professions. The questionnaire was framed and revised by a special Sub-Committee appointed for the purpose.

The Committee was of opinion that, for the purpose of this enquiry, the investigation should be limited to cases of drug addiction due to opium, morphine, heroin, cocaine and cannabis.

The Committee decided that Governments which sent in separate annual reports on prepared opium should not be required to answer the questionnaire, but should be asked to supply similar information in such annual reports.

The questionnaire approved by the Advisory Committee is attached (Annex 3).

VII. ANTI-NARCOTIC EDUCATION AND PROPAGANDA.

The Committee noted a memorandum prepared by the Secretariat summarising information obtained from Governments as to the measures which they had taken and the experience which they had acquired concerning the effectiveness of education and propaganda against the abuse of narcotic drugs (document O.C.1642).

The Assembly, in September 1935, requested the Advisory Committee to discuss the question at the first opportunity and "to endeavour to outline a constructive plan for organising on an international basis the campaign of educational propaganda against the abuse of narcotic drugs".

Two methods of propaganda have been put forward for consideration: the direct method, which includes propaganda by means of the Press, pamphlets, posters, lectures and instruction in schools and universities, and the indirect method, which consists in improving conditions of life and thus providing other and more wholesome activities.

The direct method has been strongly criticised by several Governments, which feel that, instead of diverting young people from addiction, propaganda and education of this kind might awaken interest and curiosity and thus defeat their own object.

This point of view was urged by various members of the Committee, who emphasised that, while the direct method might be useful in countries where addiction was widespread, and more particularly in some of the opium-smoking countries, it was not to be recommended and might even be dangerous in other countries.

The Committee adopted the following resolution:

"The Advisory Committee has carefully examined the request of the Sixteenth Assembly relating to education and propaganda against the abuse of narcotic drugs. After studying information supplied by Governments and summarised in document O.C.1642, it is of opinion that propaganda in schools and other direct propaganda should only be practised in certain countries where addiction is a substantial problem. In other countries where addiction is, on the contrary, sporadic, such propaganda would be evidently dangerous. It would not accordingly seem desirable to frame a constructive plan on an international basis in this field.

"The Committee, however, would insist on the utility of propaganda of this kind organised within the medical profession and among pharmacists, nurses, etc., and considers that special courses on addiction should be organised in the medical faculties and in establishments training persons for the auxiliary medical services.

"The Advisory Committee asks the Council to instruct the Secretary-General to forward this resolution to Governments, asking them to furnish all useful information concerning propaganda among medical and auxiliary medical circles."

VIII. CANNABIS (INDIAN HEMP).

The Sub-Committee on Cannabis considered the documentary material which had been submitted to the Advisory Committee since its previous session. The report of the Sub-Committee was adopted (see Annex 4).

The Advisory Committee, in adopting the Sub-Committee's report, expressed its high appreciation of M. de Myttenaere's valuable research work in the study of *Cannabis indica* during the past year, and noted with particular satisfaction that his experiments had, amongst other results, successfully confirmed the value of Beam's test, which was not definitely acknowledged in scientific circles.

IX. ALTERATIONS IN THE CONSTITUTION AND PROCEDURE OF THE ADVISORY COMMITTEE.

The Committee noted document O.C.1649, which gave a summary of the decisions taken recently by the Council and Assembly in regard to the constitution, procedure and practice

of League Committees. It further noted certain provisions applying more especially to the Committee contained in the report of the representative of France, adopted by the Council on January 24th, 1936 (Extract No. 105 from the *Official Journal*). In order to conform with the decision of the Council and to bring its rules of procedure into line with the General Regulations on Committees adopted by the Council, the Committee adopted a new set of rules of procedure which are attached to this report (see Annex 5), and which, in future, subject to the approval of the Council, will be applied by the Committee in addition to the General Regulations on Committees mentioned above.

X. PROGRAMME OF WORK.

In accordance with Article 4 of the General Regulations on Committees, the Advisory Committee submits to the Council the following information as regards its programme of work for the next twelve months, including the next session in May 1937.

In addition to the regularly recurring studies of the annual reports of Governments, of the illicit traffic and of the situation in the Far East, the Committee has on its programme for the next session the following important questions : preparatory work for a conference concerning the control and limitation of raw materials and the situation as regards the control of cannabis and all drugs derived from cannabis.

Governments are asked to furnish the Secretariat with all useful information regarding anti-opium education and propaganda carried out among medical and auxiliary medical circles.

The Secretariat has been asked to conduct studies on the following points : the extent of drug addiction, as to which Governments are being asked to supply replies to a questionnaire ; use of and international trade in acid acetic anhydride, which is one of the products used in the manufacture of diacetylmorphine ; study for certain chosen countries of laws and regulations promulgated for the purpose of applying international Opium Conventions ; a study of the minimum standard rules which ought to be applied to the control of pharmacies.

The Secretariat has also been asked to accompany the annual reports and the synoptical statistical tables concerning the production, manufacture, export, consumption and stocks of raw opium, manufactured drugs and prepared opium with appropriate commentaries.

The Advisory Committee has suggested that the advice of the Health Committee and of the Office international d'Hygiène publique should be obtained in regard to a new habit-forming drug, desomorphine, discovered in the United States of America, and that the advice of the Legal Section of the Secretariat be obtained as regards the possibilities of bringing a codeine derivative, paracodeine, within the scope of the Opium Conventions.

Lastly, the Advisory Committee adopted the following resolution (submitted by the representative of Portugal) in regard to the Minutes of the sessions :

- " The Advisory Committee,
- " Noting that the provisional Minutes of its proceedings are considerably delayed during its sessions and are so abridged as not to convey adequately its discussions ;
- " Noting that the Minutes are based on notes taken by the précis-writers ;
- " Considers that the present system is not appropriate to the establishment of Minutes which truly reflect its proceedings ;
- " And, in view of the great importance of propaganda in the campaign against narcotic drugs and of the fact that such propaganda is based on the work of the Committee and its Minutes ;
- " Expresses the desire that, in the future, verbatim reports may be taken of its proceedings to serve as a basis for drafting the Minutes of the Committee."

AUTUMN SESSION OF THE ADVISORY COMMITTEE.

The Advisory Committee, in view of the fact that the International Conference for the Suppression of the Illicit Traffic in Dangerous Drugs would be meeting in June, decided that it would not hold an autumn session this year.

(Signed) Dr. CHODZKO,
Chairman.

(Signed) G. S. HARDY,
Vice-Chairman.

(Signed) J. H. DELGORGE,
Rapporteur.

(Signed) Eric Einar EKSTRAND,
Director of the Opium Traffic
and Social Questions,
Secretary of the Advisory Committee.

LIST OF ANNEXES.

	Page
1. Report submitted by the Sub-Committee on Seizures on the Work of its Eighth Session (document O.C.S.281(1)).	20
2. Report by the Permanent Sub-Committee for the Application of Chapter IV of the Hague Convention on the Work of its Fifth Session (document O.C.1651(1))	29
3. Questionnaire on Drug Addiction (document O.C.1657(1))	31
4. Report of the Sub-Committee on Cannabis on the Work of its Second Session (document O.C.1655)	31
5. Rules of Procedure for Submission to the Council under Article 18 of the General Regulations on Committees (document O.C.1649(a))	32

Annex 1.

O.C.S.281(1).

Geneva, May 19th, 1936.

REPORT BY THE SUB-COMMITTEE ON SEIZURES ON THE WORK OF ITS
EIGHTH SESSION (May 1936).

Submitted by the Chairman, Colonel C. H. L. SHARMAN (Canada).

I. INTRODUCTORY.

This report is based on seizures made and reported to the Secretariat during 1935 and the first three months of 1936, on individual seizure reports, on reviews of illicit traffic submitted by Governments and on other information placed at the disposal of the Sub-Committee. Special reviews of the illicit traffic in 1935 were received from nineteen countries and three territories. In addition, the Sub-Committee had before it extracts from the ordinary annual reports for 1935 for a number of countries and territories, including information in regard to the illicit traffic.

The sections in all of these reports dealing with the illicit traffic in 1935 have been incorporated in separate documents (documents O.C.S.276 series) which have been circulated to the Committee.

The Sub-Committee desires to put on record that the special reviews of the illicit traffic in 1935 are of so great assistance to the Sub-Committee that it wishes to express its appreciation to Governments for having made this information available.

II. EFFECTIVENESS OF PRESENT METHODS OF COMBATING THE DRUG TRAFFIC.

The Sub-Committee, which has had before it full and complete information in regard to measures taken and results achieved in 1935 and the first three months of 1936 in international co-operation and in local efforts to suppress the illicit traffic, is encouraged by the progress made and by the results which have been attained. Not the least of the circumstances leading the Sub-Committee to this view is the apparent cessation of activity on the part of the old powerful gangs of narcotic traffickers — for example, the Eliopoulos gang operating throughout the world, Delgracio and his associates, operating in Europe and America, the gang of operators who were successively expelled from France, Turkey and Bulgaria, the Harry Davis gang in Canada, the Ezra Brothers in China and the United States, and the Ruby Martin gang on the European continent and in the United States. It is worthy of note that traffickers in Europe and on the American continent have been driven to forgery of prescriptions, theft from pharmacies and increasingly heavy adulteration of the drugs which they purvey. It is only five years since unlimited quantities of illicit morphine could be obtained in Europe for 9 Swiss francs and in the United States and Canada for 36 Swiss francs per ounce, calculated at present exchanges rates. To-day, it is difficult to obtain illicit morphine in Europe, and that commodity sells in the illicit traffic in the United States and Canada for the equivalent of 450 Swiss francs per ounce. This difference in prices is eloquent.

III. GENERAL TREND OF THE ILLICIT TRAFFIC.

The salient points in regard to the illicit traffic in 1935 may be summarised as follows : The principal markets for illicit drugs are still to be found in the United States of America, Canada, China, India and other Far-Eastern territories and Egypt. In general, the seizures made are of comparatively small quantities, which seems to indicate that traffickers continue their policy of dividing up the drugs in smaller lots in order to avoid heavy losses in cases of discovery. In the United States, illicit drugs are entering through the Atlantic seaboard and the Pacific coast and, to a lesser extent, from Latin-American countries. In Canada, almost all the traffic seems to originate in the Far East. In China, supplies of heroin appear to come from Dairen. Clandestine factories discovered in Shanghai, partly working on crude drugs apparently of Chinese origin, undoubtedly supply the illicit traffic in China. In Egypt, seizures of raw opium and hashish are frequent, but manufactured drugs are not so frequently seized.

Drug manufacturers' labels are disappearing more and more in the illicit traffic. This may indicate that the supplies from authorised factories do not occur to any appreciable extent. It may also indicate that traffickers are careful to remove labels and other means of identification in order to prevent the tracing of the source of the illicit traffic.

The representatives of Canada and the United States furnished conclusive evidence of an organised traffic into these countries of narcotic drugs originating in Japan. The Japanese Government had been given all the details of this traffic, including the name and address of the principal supplier in Japan, who, in correspondence with persons on the American continent, offered unlimited quantities of morphine, heroin and cocaine of best quality, manufactured with the permission of the Japanese Ministry of the Interior, and informed his agents in Canada of the methods to be used for the smuggling operations, which he stated had proved so successful in the traffic to India and China as to have completely defied detection.

The Sub-Committee again took note of the fact that the Japanese authorities had not yet been able to discover how the drugs, labelled as of Japanese origin and seized in many places, had been diverted into the illicit traffic from authorised factories in Japan. It was again struck by the inadequacy of sentences passed by the Japanese courts on Japanese traffickers, and decided to repeat its earlier appeals to the Japanese Government to enact legislation which will provide really deterrent sentences on drug traffickers.

The Sub-Committee is of the opinion that, if a solution of the two points mentioned above could be arrived at this would go a long way towards stopping the illicit traffic out of Japan.

A recent development was the attempt of a single trafficker in Spain to start, through the agency of a ship's steward and in conjunction with a band of traffickers in the United States, a trade in morphine obtained in an illicit manner in Spain. In a recent seizure in the United States, all the bottles of morphine bore what appeared to be Barcelona tax stamps. Fortunately, the Spanish police, acting upon information, took prompt action to discover the supplier (who was found to have obtained the drugs through fraud), and had him brought before the court, which condemned him to one year's imprisonment. The Committee desires to pay a tribute to the prompt and effective action of the Spanish police in this case and calls attention to the co-operation between the national authorities concerned in the case.

Another important point to which the attention of the Sub-Committee was drawn was the apparent ease with which in Japan and Czechoslovakia druggists can obtain surprisingly large supplies of drugs and can dispose of these drugs.

IV. PRINCIPAL CHANNELS OF THE ILLICIT TRAFFIC.

(1) *Raw Opium.*

Seizures of raw opium have been reported from the United States of America, the Commonwealth of the Philippines, Hong-Kong, China, Macao, Netherlands Indies, Straits Settlements, Siam, India, Egypt, Turkey, Yugoslavia, Czechoslovakia and the Netherlands. The largest seizures were, as usual, made in the Far East, where they were also most numerous.

There were four seizures in Turkey, involving a quantity of 358 kg. The Turkish cases were one of 60 kg. found in a clandestine drug factory, one of 62 kg. on the south Turkish frontier, two cases at Izmir of 211 kg. and 25 kg.

In the United States, there were fourteen seizures, three of which concerned fairly large quantities — 23, 19 and 17 kg. These three seizures were all made on the Atlantic coast — in two cases on ships coming from Le Havre and in the third case on a ship coming from the Near Eastern and Mediterranean ports.

Seizures in Far-Eastern ports, such as Hong-Kong, Singapore and ports in the Netherlands Indies, were frequent and often in fairly large lots. The Far-Eastern seizures consisted of Iranian and Chinese opium. The usual "A" and "B" marks with several variations were met with in the case of Iranian opium. The Chinese opium bore different Chinese labels.

There was one large seizure in Macao of 70 kg. This opium was of Iranian origin and bore the "Lion" mark. It was consigned from a Chinese firm in Hong-Kong.

Another interesting seizure was that made in Hong-Kong in December 1935 of 104 kg. of Iranian opium bearing the following label: "Hop Tec Hoe, Macao". The seizure was made on board a steamer arriving from Shanghai *en route* for Singapore and Europe.

There was before the Sub-Committee complete information from the Turkish Government regarding the 3300 kg. of raw opium which had been declared for export to Ethiopia. With regard to similar shipments declared for shipment to Argentine, Panama and Paraguay, the Turkish representative stated that investigations were still going on and that the results would be reported to the Committee. It is common to all these cases that the opium was exported to countries which are not parties to any Convention or; in the case of Panama, not a party to the 1925 Convention. The Turkish representative further reported on the measures taken by the Turkish authorities to prevent such cases recurring.

At the meeting where this report was discussed by the Advisory Committee, the Turkish representative read a telegram received from his Government reporting that the special court for investigating the cases of smuggling of raw opium to Ethiopia had sentenced the chief trafficker involved, Nissim Tchirut, to eighteen months' imprisonment and to payment of a fine equivalent to three times the value of the opium smuggled — *i.e.*, £160372 (146099 Swiss francs).

The Committee wishes to express its gratification with the effective steps taken by the Turkish Government. It notes, however, that, in addition to the 3300 kg. sent to Ethiopia, about five tons of raw opium had been shipped under similar circumstances to the Argentine, Panama and Paraguay during 1933 and 1935. It trusts that the investigations at present being made will make it possible to discover the final destination of these various shipments.

(2) *Prepared Opium.*

Seizures of prepared opium are reported chiefly from the United States of America and the Far-Eastern territories, such as Siam, Netherlands Indies, Hong-Kong, Straits Settlements, Macao and the Commonwealth of the Philippines. There were also seizures in Canada, India and New Zealand. The number of seizures reported from the United States of America and the quantities seized are considerably larger than in 1934. In 1935, there were reported forty-one seizures totalling 340 kg., whereas the corresponding figures for 1934 were twenty-eight seizures and 163 kg. There were three cases on the Pacific coast involving large quantities — namely, on April 19th at Bakersfield, California, 333 6-tael tins and 36 5-tael tins containing over 82 kg. of prepared opium. The 6-tael tins were of an unusual type not often seen in the United States. There was a seizure of 18 kg. at Los Angeles on March 31st and April 1st, 1935; and on July 29th of 96 kg. at East San Pedro, California, on board the *Asama Maru* coming from the Far East. There was also a large seizure of 60 kg. at Manila and of 142 kg. at Honolulu on board the *s.s. President Hoover*. The Government of the United States reported that prices for prepared opium in the illicit traffic on the Pacific coast have dropped materially since January 1st, 1935.

Among the seizures made in the Far East, attention may be drawn to the considerable quantities of prepared opium bearing the "Red Lion" label and stated by the reporting authorities as coming from Macao. Seizures of this brand of prepared opium were made in Singapore and Penang. The "Red Lion" label occurred also in a seizure at Hong-Kong. The quantities of prepared opium, where there is a definite statement that it came from Macao, amounted to over 630 kg.

Hong-Kong reported large seizures of prepared opium, which, according to the reports, came from Kwang Chow Wan, the quantity involved being some 412 kg. The prepared opium bore various labels.

The very large seizures of prepared opium reported by the Siamese Government and involving over 12 tons, included a single reported seizure of over 9 tons, which took place on January 9th, 1935, the opium coming from Chieng Tung in the Southern Shan States.

This case was discussed, and the Siamese representative reported that the matter had been investigated and that the full report was on its way to Geneva. It is hoped that this report will be available for circulation to the Advisory Committee during the present session.

(3) *Morphine.*

The largest seizures of morphine were reported from Turkey, the United States of America and China.

In Turkey, there were four seizures amounting to about 52 kg. Three of these seizures were made in clandestine drug factories and the fourth, involving only 2 grammes, in a letter posted from Czechoslovakia to Istanbul.

The number of seizures reported from the United States was forty-seven, involving a quantity of 37 kg.

In China, there were fourteen seizures of altogether about 24 kg. of morphine. In three cases, the seizures were made in connection with clandestine drug or pill factories in Shanghai. Ten seizures were made in Chefoo on ships coming from Dairen and one seizure in Kowloon.

There were morphine seizures further reported from Canada, the Commonwealth of the Philippines, the Netherlands Indies, Straits Settlements, Siam, Poland, Bulgaria and a very small quantity from the Netherlands.

(4) *Heroin.*

The principal illicit markets for heroin continued to be, in 1935, as in previous years, the United States of America and China. France reported one seizure of 100 kg. in May 1935 in a clandestine laboratory. The United States of America reported separately twenty-three important seizures, totalling some 22 kg., and, in addition, for the twelve months of 1935, 1222 minor seizures (totalling 25 kg.). Over 1 kg. was seized in New York (three cases), in Chicago (one case) and in New Orleans (one case). In addition, nearly 7 kg. were seized in New York in connection with the discovery of a clandestine drug factory.

Of the important seizures separately reported, the majority of cases occurred on the Atlantic coast, a few in the southern part, and some in the north-central part of the United States. As in 1934, there were no important heroin seizures on the Pacific coast.

Most of the heroin found in the separately reported cases bore no labels or else labels locally made up for the purposes of the illicit traffic, not furnishing any indication as to the origin of the drug.

There were reported separately from China no less than seventy-three seizures of heroin involving a total quantity of over 120 kg. The largest seizures were made in the International Settlement in Shanghai in connection with the discovery of clandestine drug factories or pill-manufacturing establishments. These cases numbered seven. The rest of the cases occurred nearly all in North China ports, such as Tientsin, Chefoo, Kiachow, Weihaiwei. In almost all the cases in North China, the reports state that the drugs had arrived on ships coming from Dairen or Port Arthur. There were a few seizures in Shanghai, and in Tientsin there were some cases in which drugs were caught being despatched by post to the interior.

Heroin seizures were also reported from Hong-Kong (two cases), Egypt (two cases), Turkey (two cases), Greece (one case), Bulgaria (three cases), Roumania, Netherlands and Porto Rico (one case each), Canada (two cases). The two cases in Turkey occurred in connection with the discovery of clandestine drug factories.

(5) *Cocaine.*

Cocaine seizures were reported in the United States of America, Porto Rico, China, Straits Settlements, India, Czechoslovakia, Italy, Poland, Netherlands and Uruguay. There were fourteen cases separately reported by the United States of America, of which practically all occurred on the Pacific coast. The largest seizure was one of 1 kg. 400 grm. in San Francisco. Most of the cocaine seized in the United States was unlabelled.

In China, two cases occurred in Chefoo and Lungkow, and in both cases the cocaine came by ship from Dairen or Port Arthur.

The Straits Settlements reported four seizures, all in Singapore, totalling about 22 kg. All the cocaine seized was labelled; in two cases the Fujitsuru label alone, in one case the Fujitsuru label together with the false Boehringer label and brown paper bearing the label "Formosa Oolong Tea". In the fourth case, there was the Fujitsuru label, the false Boehringer label, "Formosa Oolong Tea" and the certificate of the Central Research Institute of the Formosan Government-General.

In Calcutta, there were five seizures, totalling just over 5 kg.; the cocaine seized did not bear any labels. There were ten seizures reported from Rangoon, with a total quantity of over 38 kg. In three cases there were no labels. The Fujitsuru label occurred alone in two cases and together with the false Boehringer label and the Formosan label in one case. In one case, the false Boehringer label occurred alone, and, in one case, the Formosan label. In one seizure, the report states that the cocaine was marked "Stork Brand". This may be the Fujitsuru brand. There was one seizure of unlabelled cocaine in Bombay. The seizures in India and the Straits Settlements separately reported for the year 1935 exceeded considerably, as regards the quantity seized, those reported in 1934, the quantity for 1935 being about 74 kg. as compared with about 49 kg. in 1934. Specimens of the Formosan label have been handed over to the Japanese Consulate-General for the purpose of an enquiry by the competent Japanese authorities in regard to the origin of the drugs and the nature of the labels. The results of this enquiry have not yet been communicated to the Secretariat.

The labelled cocaine seized in Singapore usually arrives on board ships coming from Amoy *via* Swatow and Hong-Kong, and the cocaine seized in Rangoon in ships coming from Osaka and Kobe *via* Hong-Kong, Singapore and Penang.

The report on the illicit traffic in 1935 forwarded by the Government of Czechoslovakia covers twelve cases of illicit traffic in cocaine and alleged cocaine, which points to a considerable illicit traffic in cocaine in this country. The Italian report mentions thirteen cases involving cocaine, the largest quantity specifically mentioned as involved in any single case being 1 kg. It is therefore not possible for the Sub-Committee to comment on the total quantity of 1415 kg. cocaine reported by the Italian Government as having been seized in Italy in 1935.

(6) *Cannabis (Indian Hemp).*

Seizures have been reported from Egypt, Turkey, Greece, Syria, Belgium, Canada and the United States of America. There were thirteen seizures in Egypt, involving a quantity of 98 kg. Most of the seizures were made in the ports of Alexandria and Port Said. According to the reports of the Central Narcotics Intelligence Bureau, three important international gangs of hashish traffickers carrying on traffic into Egypt from or *via* Turkey, Bulgaria and Roumania were discovered and brought to justice. These gangs had been operating for several years.

Two of the largest seizures were one of about 350 kg. at Antwerp in January 1935, and one case of 5000 kg. cannabis, seized in Hama, Syria, which had been illicitly cultivated in the Lebanon. The French representative gave detailed information in regard to the Syrian case, which had already been the subject of discussion in the Permanent Mandates Commission. A separate document on this case is being prepared for the use of the Advisory Committee.

The clandestine import of hashish from Syria into Egypt has practically ceased. There has been a very notable increase in the price of hashish in Egypt, which indicates an extreme scarcity of supply. The fact of the price of hashish being so elevated has attracted the traffickers who would otherwise have sought their wares in the white drug market to transfer their activities to hashish.

The Committee viewed with alarm the increased use of cannabis in the United States, as evidenced by the heavy seizures in all parts of the country, including numerous cases of illicit cultivation.

V. CLANDESTINE MANUFACTURE.

This question was not discussed in the Sub-Committee, as it appears as a separate item of the Advisory Committee's agenda. The following is the list of clandestine factories reported to have been discovered in 1935 and the first three months of 1936 :

(a) *China.*

The Shanghai Municipal Council reported the raiding and closing in 1935 of one morphine factory, eight heroin factories and nineteen establishments for the manufacture of narcotic pills, and in the first quarter 1936 of one heroin factory and two pill-making establishments.

(b) *Hong-Kong.*

The Hong-Kong authorities reported the discovery of two pill-making establishments in 1935 and one in January 1936.

(c) *Turkey.*

From Turkey, reports were received of the discovery of two morphine factories, two morphine and heroin factories and one drug factory.

(d) *United States of America.*

The United States Government reported the first discovery of a clandestine drug factory in New York State.

(e) *France.*

The French representative reported the discovery in 1935 and the first quarter of 1936 of three clandestine drug laboratories, one of which was of importance.

VI. SURVEY OF THE ILLICIT TRAFFIC IN VARIOUS COUNTRIES.

(a) *Illicit Traffic in Canada.*

The Canadian Government has forwarded a survey of the illicit traffic in 1935, from which the following is extracted.

There was a considerable decrease in the quantities of narcotic drugs seized in Canada in 1935 as compared with 1934, except as regards prepared opium, and in the whole of Canada, with the exception of the Pacific coast, the situation was well under control. Over 28 kg. of smoking-opium were seized as compared with 22 kg. in the previous year.

The two main problems have consisted of the illicit importation of narcotics into British Columbia from both the south and Far East, and the codeine situation throughout the whole of Canada. With regard to the former, very extensive investigation has been under way for several months with most satisfactory results accruing early in 1936, which we believe have shown the actual source of supply abroad.

There was a decrease of sixty-three in the number of narcotic convictions obtained as compared with 1934, which was fairly reflected in nearly all of the various types of offences as follows :

	1935	1934
Illegal possession of drugs	91	101
Illegal selling or distributing	18	29
Importing without a licence	5	4
Illegally transporting	3	—
Opium-smoking	11	8
Frequenting opium-dens	18	44
Possession of opium-pipes, etc.	13	26
Obtaining drugs from more than one physician.	2	10
Improper prescribing by physicians	2	4
	<hr/> 163	<hr/> 226

The drugs involved in the 117 cases shown under the first four headings were :

	1935	1934
Smoking-opium	56	68
Gum-opium	—	2
Morphine	20	18
Cocaine	3	11
Heroin	32	23
Cannabis	3	9
Unclassified	3	—
Poppy-heads	—	3
	<hr/> 117	<hr/> 134

Sixty-nine aliens were deported from Canada at the conclusion of their terms of imprisonment for infractions of the Narcotic Act.

Morphine was on several occasions illicitly introduced into British Columbia from that portion of the United States lying south of that province, and convictions obtained in connection therewith. The activities of a large trafficker in the Vancouver district, previously convicted for narcotic offences, resulted in his being sentenced, with an accomplice, to five years. Large quantities of morphine were involved, the origin of which we are not yet in a position to indicate. It is significant that, for a period of months, when morphine was not available, codeine was distributed by this man's agents in the underworld at a very high price, and in precisely the same manner as usually pertains to morphine or heroin. Opium was also purchased in Vancouver in considerable quantities from a Chinese source. During the development of this case, which resulted in the incarceration of the trafficker, it became reasonably evident that considerably larger quantities were available.

In Eastern Canada, from Toronto to the Atlantic coast, the shortage of illicit narcotics continued to be most marked, and codeine was in great demand. At the end of 1935, codeine was being sold in such drug stores as handled that class of trade at two grains for \$0.25, or approximately \$50 per ounce.

No particular difficulty is encountered in combating opium-smoking, and the practice is constantly watched for. When found, prosecution invariably follows. It is impossible to state to what extent prepared opium is illicitly introduced. It is known that it is scarce, high in price, and that many former smokers are not now using it. Convictions for offences in connection with opium-smoking, in the past seven years, have been as follows :

Year	Opium smoking	Frequenting opium-dens	Illegal possession of pipes	Total
1929.	103	223	47	373
1930.	47	155	46	248
1931.	42	39	24	105
1932.	14	34	17	65
1933.	17	42	24	83
1934.	8	44	26	78
1935.	11	18	13	42
	<hr/> 242	<hr/> 555	<hr/> 197	<hr/> 994

(b) *Illicit Traffic in the United States of America.*

The Government of the United States of America has forwarded reviews of the illicit traffic in the United States and the Commonwealth of the Philippines from which the following has been extracted.

The number of violations of the Import and Export Act reported rose from 158 in 1934 to 169 in 1935. The number of persons reported for violations of the Federal internal control laws was 5200 in 1935, as compared with 4742 in 1934. Similar statistics in respect of violations of State laws are not available.

As compared with 1934, the quantities seized decreased 61 % in the case of raw opium, but increased 105 % in the case of prepared opium. Quantities of morphine seized increased 27.5 % and of heroin 19.4 %. Quantities of cocaine seized decreased 63.4 %.

While the illicit traffic in codeine continued to be found and seizures showed an increase of 55.7 % in quantity, the volume continues to be limited, and it was apparent that the prompt and effective measures taken by the Canadian authorities to control codeine in Canada have materially reduced the smuggling of the drug from that country.

All available information indicates a tendency on the part of illicit traffickers to rely to an increasing extent on the Far East for supplies, not only of prepared opium, but also of morphine and cocaine. There also appears to be continued use of some Central American countries and of some of the West Indian islands as bases for smuggling narcotics to the United States.

Traffickers appear still to be despatching their drugs in smaller lots than was their custom about four years ago, but seizures effected indicate the smugglers are attempting to increase the size of individual shipments. The trend of prices in the wholesale illicit traffic and other circumstances indicate that the demands of the illicit trade continue to be met, but it should be noted that the adulteration of heroin continues, so that a given quantity of pure heroin, when distributed in the illicit traffic, will supply the demands of a larger number of addicts than before this practice of adulteration began. Except in the case of prepared opium (which is apparently being smuggled in increasing quantities), it is thought that illicit importation is not increasing.

There is reason to believe that the use of ships' personnel as carriers continues on an increasing scale, on both the Atlantic and the Pacific, and the American Government has suggested that the practicability of more thorough surveillance of ships in port could well be made the subject of study. The ease with which all sorts of persons can gain access to vessels in port greatly facilitates the trafficker in placing his contraband on board in the charge of crew members and in obtaining delivery at ports of destination. From information received, it is thought that the further assistance of Government authorities is needed to enforce surveillance in ports. While some steamship companies kept a fairly careful watch on their ships in port, others do not, and this is a circumstance which the American authorities are obliged to take into account when they are applied to for mitigation of the fines which automatically attach to a vessel on which unmanifested drugs are found. The experience of the past year (1935) has shown what can be accomplished by shipping companies themselves in the prevention of smuggling. A study of the seizures for that year will show that one company, at least, in the trans-Pacific trade, has enforced on its ships measures that have proved effective. Until the other companies operating in the trans-Pacific trade take equally effective measures, it may be anticipated that smuggling will increase on their ships. On modern ships, searches at sea are not alone sufficient — supervision should be maintained over what is brought on board by hand as well as over the cargo which is embarked.

(c) *Illicit Traffic in Latin-American Countries.*

The situation in a number of Latin-American countries continues to be obscure in the absence of both annual reports and special reports on cases of illicit traffic. In 1934, annual reports were received from the following Latin-American countries :

Cuba, Guatemala, Mexico, Nicaragua, Salvador, Uruguay, Venezuela. Special reports of seizures are not received from any of the Latin-American countries, with the exception of Uruguay.

There is evidence in seizure reports transmitted by the United States that drugs continue to be introduced illicitly from Honduras.

The Sub-Committee expresses the hope that the Latin-American countries will increase their co-operation in regard to narcotics on forwarding their annual reports and special seizure reports, especially as they will shortly be receiving copies of the reports communicated by the other parties to the 1931 Convention.

The Sub-Committee noted with satisfaction the information given by the Guatemalan Government to the effect that the authorities in Guatemala have been successful in clearing up the drug traffic in Guatemala. Guatemala is one of the few Latin-American countries which forward regularly annual reports to the League and thus make available reliable information in regard to the illicit traffic.

(d) *Illicit Traffic in France.*

During the year 1935, the number of persons arrested or prosecuted in the courts for the purchase, sale, possession or illicit use of narcotic drugs was 297 (199 in Paris).

The quantities of narcotic drugs seized were as follows :

	Kg.	Gr.
Opium	400	530
Morphine	0	220
Heroin	103	535
Cocaine	9	685
Hashish	0	740

The penalties inflicted by the competent courts in the case of addicts varied from a simple fine to imprisonment, sentences being suspended for first offenders but not for previous offenders. Illicit traffickers incurred penalties varying from fifteen days to two years' imprisonment. Prohibition of residence (*interdiction de séjour*) was seldom applied by the courts.

Measures of expulsion were taken against fifteen international traffickers directly or indirectly implicated in certain cases which were dealt with in 1935.

In the previous year, 242 arrests had been effected.

In spite of the methods adopted by the traffickers, the variety of which was only limited by their invention and resources, comparatively important quantities of drugs were seized. Owing, however, to the fraudulent methods adopted, it was difficult always to determine the origin of the drugs. Nevertheless, in the case against Coateval, Yangopoulos and others, documents found at the domicile of the principal accused confirmed a previous presumption that there had been a fraudulent importation of opium originating from Istanbul.

Reference should also be made to the seizure of some ten sets of implements of opium-smokers. The position has hardly changed in this respect. The smoker is almost invariably an isolated person of means who has access to circles practising the vice. A certain number of Asiatics, employed as boys, factory workers, dockers, etc., also make use of the drug, and some of them supply their countrymen.

The tendency of the addicts to abandon to some extent chlorhydrate of morphine points to a new development in the clandestine market for narcotic drugs. Raw opium, generally speaking, remains a commodity in transit, being intended for transformation; prepared opium and hashish have always been favoured by Asiatics, sailors, colonists or persons engaged in intellectual pursuits, who find in these drugs a temporary stimulus; the increase in the use of cocaine and heroin is a consequence of the decline in addiction to morphine. Cocaine and heroin, which may, like chlorhydrate of morphine, be administered by subcutaneous injections, are, in fact, in the majority of cases, absorbed by inhalation through the nose, which is a simple, rapid and inconspicuous method usually described as the "pinch", analogous to the pinch of snuff. Cocaine, in the opinion of numerous addicts, is supposed to create a less intense form of addiction than other drugs, and this belief has led to the practice of the substitute method, which has given rise to many varied cases of addiction.

The effect of these developments on prices is practically negligible, owing to the adaptation of the wholesale dealers to the development of the illicit traffic and the decrease in the financial resources of the retail dealers and consumers. The prices are therefore approximately the same as those of the previous year. A means of estimating the situation is afforded by two operations; the first was a seizure of 100 kg. of heroin in May 1935 and the second a seizure of 5 kg. of cocaine in the following October. The sudden scarcity caused in the illicit market by these two seizures did not lead to a corresponding rise in prices, but merely caused the traffickers to reduce to a very small weight — in some cases as low as a quarter of a gramme — the heroin and cocaine offered for sale to each customer.

A certain number of persons cited as engaging or likely to engage in the traffic in narcotic drugs, or making use of narcotic drugs, were subjected to enquiry and supervision, but it has not been possible to establish judicially any breach of the law. Notices concerning these persons have been recorded in the archives of the competent services. Particulars of traffickers arrested have been forwarded to all the police and gendarmerie services in the country.

Further, with a view to furnishing or obtaining all necessary information, the "Contrôle général des Services de Police criminelle", which centralises all information concerning breaches of the laws relating to poisonous substances, has had considerable correspondence with the similar services abroad.

Reference has been made under the heading "Clandestine Manufacture" to the three clandestine laboratories (one of which was of importance) discovered in France in 1935 and 1936 to date. M. Mondanel, Comptroller-General of the French Sureté Nationale gave the Sub-Committee details of the discovery of these three clandestine laboratories and of the more important cases of illicit traffic which had occurred in France.

(e) *Illicit Traffic in Bulgaria.*

The Bulgarian situation is characterised by the fact that all licensed drug factories in Bulgaria except one have been deprived of their licences and closed. The remaining factory, the Labor Laboratory of Sofia, is not working, its equipment having been dismantled.

The seizure reports, however, point to the fact that drugs of Bulgarian origin — probably manufactured in previous years — are still circulating in the illicit traffic in Bulgaria and in other countries.

The Bulgarian Government has recently taken further steps to co-ordinate and extend measures to prevent and detect clandestine manufacture. The Sub-Committee wishes to express its appreciation of the efforts latterly made by the present Bulgarian Government to stop the activities of the drug smugglers in Bulgaria, which give promise of good results.

(f) *Illicit Traffic in Turkey.*

Five small clandestine plants for drug manufacture were discovered and closed by the Turkish authorities. The only seizures of morphine and heroin reported during 1935 were those made in connection with the discovery of these factories. No cocaine seizures were reported in Turkey.

The Sub-Committee was greatly impressed by the information in its possession in regard to the very frank co-operation of the Turkish Government and the marked success achieved in the stamping out of clandestine manufacture and illicit traffic in Turkey. The sincere gratitude of the Advisory Committee is due to the Turkish Government, which effectively coped with the situation both in relation to hashish and clandestine manufacture.

(g) *Illicit Traffic in Egypt.*

The report for 1935 by the Central Narcotics Intelligence Bureau has not yet been received, but is expected shortly. Seizures reported in 1935 were mostly of raw opium and hashish. The quantities of raw opium seized were small as compared with seizures in previous years. The largest quantity was one of about 7 kg. There were nine cases in all, involving a total quantity of about 12 kg. The number of hashish cases reported was thirteen with a total quantity seized of 122 kg.

(h) *Illicit Traffic in China.*

The numerous reports furnished by the Chinese Maritime Customs prove that the illicit traffic into the open ports continues. There is a marked preponderance of cases of seizures of heroin as compared with seizures of morphine and cocaine. It appears that a large part of the heroin seized was brought to China ports on ships coming from Dairen. Most of the reported morphine seizures were made in Shanghai in connection with the discovery of clandestine drug factories or pill-manufacturing establishments. Heroin was also seized in similar circumstances.

Apart from two cases in Tientsin of drugs being despatched to the interior, there was no information available to the Secretariat as to the illicit traffic in the interior of China in 1935, nor was information available as regards the clandestine manufacture outside the International Settlement of Shanghai, the advance report of the Chinese Government on the illicit traffic in 1935 having been received too late to be considered by the Sub-Committee. The question of the situation in China figures as a separate item on the Advisory Committee's agenda and an opportunity will then be given for the Committee to discuss clandestine manufacture and illicit traffic in China.

* * *

In regard to the Shanghai International Settlement, the Committee noted with great satisfaction the evidence of the close co-operation afforded by the Shanghai Municipal Council and the efficient work of the Shanghai Municipal Police in dealing with clandestine manufacture and the drug traffic generally. The representative of China informed the Sub-Committee that the Chinese Government deeply appreciated the full and effective co-operation given by the authorities of the International Settlement. The Sub-Committee expresses the hope that the authorities of other settlements and concessions and of the leased territories in China will not fail to follow the splendid example set by the Shanghai Municipal Council.

* * *

The Sub-Committee on Seizures took cognisance of the statement by the United Kingdom representative in the Council on September 6th, 1935, to the effect that he "had noted that the valuable report of the Advisory Committee on the work of its twentieth session contained, as Annex 1, a report by the Sub-Committee on Seizures. The latter report contained a passage dealing with the trend of the illicit traffic in the United States. That passage constituted, in effect, an endorsement by the Advisory Committee, to the prejudice of the Governments of the British West Indian Colonies, of allegations that dangerous drugs in substantial quantities were being smuggled into the United States and of a charge that those Governments had persistently neglected to take any steps to assist the competent authorities in the United States by investigating allegations relating to the smuggling of dangerous drugs. So far as the Governments of the British West Indian and neighbouring colonies were concerned, His Majesty's Government in the United Kingdom was unable to accept those statements."

The statement to which exception was taken, and which appears on page 25 of the Report to the Council on the Work of the Twentieth Session, related to the year 1934 and is as follows :

“ As to the West Indian islands, the places most generally used as bases are West End, at the extremity of the Grand Bahama Island and Bimini. Smuggling of narcotics is believed to take place from these two points to Florida by both aeroplanes and small ships. ”

No opinion was expressed by the Sub-Committee as to whether the quantities involved were substantial, nor was any reflection on the Governments of the West Indian Colonies intended. In its Report on the Work of its Seventh Session, the Sub-Committee made no charge that the Governments of the British West Indian Colonies had neglected to take steps to assist the competent authorities in the United States. The American Government likewise made no such charge. Indeed, during the Sub-Committee's session under report, the American representative presented additional detailed information which is regarded as supporting the statement that illicit traffic was carried on from West End and Bimini to the United States in 1934. He also stated that the situation in respect to this channel of illicit traffic had materially improved in 1935 and that West End and Bimini had been practically abandoned as bases.

Annex 2.

O.C.1651(1).

Geneva, May 28th, 1936.

REPORT BY THE PERMANENT SUB-COMMITTEE FOR THE APPLICATION OF CHAPTER IV OF THE HAGUE CONVENTION ON THE WORK OF ITS FIFTH SESSION (MAY 1936).

The Permanent Sub-Committee held three meetings under the Chairmanship of M. Casares (Spain). The Sub-Committee had to consider the following documentation :

(1) Replies by Governments and by the authorities of the concessions and settlements in China to the questionnaire adopted by the Advisory Committee in November 1933. Summary prepared by the Secretariat (document O.C.1569(k)).

(2) Replies by Governments to Circular Letter 211.1934.XI, summarised in the Secretary's Progress Report to the twentieth and twenty-first sessions.

The Sub-Committee considered in detail the replies received to the questionnaire, and noted that certain of the Treaty Powers had not yet furnished their replies. It decided to ask the representatives on the Committee of the Governments concerned to use their good offices in order that replies may be forthcoming with the least possible delay.

The Sub-Committee also noted that certain Governments which possessed national concessions or settlements in China, in replying to the questionnaire, had supplied information concerning the regulations in force only in respect of nationals residing in the national concessions, but not in respect of nationals to be found outside those concessions. It decided to request the Secretariat to approach the Governments concerned with a view to obtaining this further information.

The suggestions made by the Government of the United States as regards co-operation to be given by the Chinese Government to the Advisory Committee were discussed in detail. Of these, the Sub-Committee decided to endorse the following :

(1) That the Chinese Government should publish annually detailed statistics by provinces of the areas planted with poppy, the production of raw opium, the movement of opium both raw and prepared, the quantities of raw opium used for producing opium prepared for smoking, stocks at the end of each year and revenue obtained from the traffic ;

(2) That the Chinese Government should render more effective its prohibition of the import into China of Iranian or other foreign opium ;

(3) That the Chinese Government should submit for transmission to all the parties to the 1931 Convention individual reports on all important cases of illicit traffic and clandestine manufacture discovered in China ;

(4) That the authorities of the International Settlement of Shanghai should continue to send reports on individual cases of illicit traffic for distribution to the authorities of parties to the 1931 Convention, and that similar reports should continue to be submitted in regard to other foreign concessions in China.

As regards the first suggestion, the representative of China stated that the Chinese Government might find it difficult at the outset to furnish information regarding areas planted with poppy in the different provinces where the poppy cultivation is still authorised, and the production of raw opium. The Sub-Committee noted, however, the statement by the representative of the United States to the effect that these suggestions had been based on the system of control brought into effect by the new opium regulations. It expresses the hope that the Chinese Government will find it possible to supply complete statistics in regard to the cultivation of the poppy, the production of raw and prepared opium, the quantities used for manufacturing prepared opium, stocks of raw and prepared opium at the end of each year, and revenue obtained from this source. This information is indispensable in order to measure the progress made in carrying into effect the total opium suppression in China in accordance with the policy of the Chinese Government. The representative of China further stated that his Government was doing everything possible to stop imports of all foreign opium into China, such imports remaining illegal, and that his Government was also beginning to forward separate reports on the illicit traffic discovered in the interior, these reports being in addition to those regularly forwarded by the Chinese Maritime Customs concerning Customs seizures.

The Sub-Committee expressed the hope that the Iranian Government will furnish annually and in the same detail the information hitherto furnished by the United Kingdom Government with regard to the movement of opium from the Persian Gulf.

Information supplied by the representative of China and other members of the Sub-Committee showed that the Chinese Government was receiving more effective co-operation from the authorities of settlements and certain concessions. This was noted with satisfaction, and the Sub-Committee hopes that such co-operation will be forthcoming also in the cases where it is not yet practised.

The Sub-Committee was informed that the new regulations concerning the import of narcotic drugs and the issuing of import certificates had been put into effect, and that there was now a central national agency at Nanking. The representative of Japan stated that negotiations were proceeding between his Government and the Chinese Government in regard to the application of this system to imports from Japan or by Japanese subjects in China.

Additional information on the various points covered by the questionnaire was supplied by members of the Sub-Committee and will be incorporated in a revised edition of document O.C.1569(k).

In regard to the two resolutions adopted by the Advisory Committee at its eighteenth session (May 1934), communicated in Circular Letter 211.1934.XI, the Sub-Committee decided to postpone discussion, because replies had not yet been received from some of the countries which are mostly concerned.

The representative of France mentioned in this connection that the reply of his Government was in preparation, and the representative of Japan, at the request of the Chairman of the Sub-Committee, stated that he was willing to ask his Government to furnish a reply, with the least possible delay, to the matters which formed the subject of the first resolution.

It will be remembered that the first resolution covered certain measures to be taken by the Treaty Powers to prevent illicit traffic by their nationals in China and that the second requested information from the Chinese Government concerning measures taken to combat the illicit traffic in opium and drugs in China and to prevent its territory from becoming a source of supply for traffickers in other countries. The representative of China said that he had furnished the desired information in the various declarations on the situation in China made by him at the nineteenth and the twentieth sessions.

Annex 3.

O.C.1657(1).

QUESTIONNAIRE ON DRUG ADDICTION.¹

From January 1937,² Governments are requested to supply the Secretary-General of the League of Nations annually with information on the following points :

I. *Extent of Addiction.*

1. Approximate number of addicts in the country.³
2. Number of addicts who obtain their supply :
 - (a) From legitimate sources,
 - (b) From illicit sources.
3. Methods employed to ascertain the approximate number of addicts in the country.

II. *Establishments for the Treatment of Addicts.*

Number and nature of public establishments for the treatment of addicts.

III. *Addiction and the Professions.*

1. Total number of :
 - (a) Doctors,
 - (b) Dentists,
 - (c) Pharmacists,
 - (d) Veterinary surgeons.
2. The number of known addicts in each of the above classes.
3. The number of each of the above classes convicted of violation of the narcotic laws.

Annex 4.

O.C.1655.

Geneva, May 30th, 1936.

**REPORT OF THE SUB-COMMITTEE ON CANNABIS ON THE WORK OF ITS
SECOND SESSION.**

The Sub-Committee on Cannabis, composed of the representatives of Canada, Egypt, Spain, the United States of America, France, the United Kingdom, India, Mexico, the Netherlands, Poland, Siam, with Dr. de Myttenaere, Assessor of the Committee, met on May 29th, 1936, under the Chairmanship of Mr. Fuller, representative of the United States of America.

The Sub-Committee had before it a series of documents on Indian hemp submitted to the Advisory Committee since its last session. The documents were as follows :

- Note on Indian Hemp, by Dr. F. de Myttenaere, Assessor (document O.C.1542(g)) ;
Determination of Physiological Activity of Hemp Resin by a Polarimetric Method, by M. N. Ghose, B.Sc., and S. N. Bhattacharjee, communicated by the Representative of the United Kingdom (document 1542(h)) ;
Law concerning the Control of Indian Hemp in Siam (document O.C.1542(i)) ;
Questionnaire prepared for the Use of the Experts who have been invited by the Advisory Committee to collaborate with it on the Subject of Cannabis (document O.C.1542(j)) ;
Situation as regards the Control of Cannabis (Hemp) and Drugs derived from Cannabis (document 1542(k)) as revealed in the annual reports furnished by Governments for 1934.

- Extract from a letter, dated April 6th, 1936, from Dr. Bouquet, one of the Experts of the Sub-Committee on Cannabis, to M. de Myttenaere, Assessor to the Committee, regarding his study on Indian Hemp (document O.C.1542(g)) (document O.C.1542(l)) ;
Second Note on Indian Hemp, by Dr. F. de Myttenaere (document O.C.1542(m)) ;

¹ *Note by the Secretariat.* — The Advisory Committee, when adopting this questionnaire, decided that Governments which sent in separate annual reports on prepared opium should not be required to answer the questionnaire, but should be asked to supply similar information in such annual reports.

For the purpose of this questionnaire, it has been agreed to define an *addict* as a person who, as the result of repeated use of a drug, has acquired an overpowering desire for its continuance.

It is not intended to include in this definition persons who are suffering from any medical condition (not including withdrawal symptoms) requiring for its treatment the administration of drugs. (This definition is inserted for guidance in answering this questionnaire and must not be taken to commit the Opium Advisory Committee from either a medical or legal point of view.)

² Any Government in possession of information in respect of the period 1930-1936, or any part of it, is requested to include such information in its reply.

³ Including opium-smokers, whether smoking Monopoly opium or obtaining supplies of prepared opium illicitly.

Situation concerning the Control of Cannabis (Hemp) and of Drugs derived from Cannabis, note communicated by the Government of the United States of America, April 29th, 1936 (document O.C.1542(n)).

The Sub-Committee also noted that a study on marihuana intoxication, submitted by the representative of Mexico will shortly be distributed.

The Sub-Committee heard a statement from Dr. de Myttenaere on his recent work on cannabis, in the course of which he specially emphasised that, in his opinion and that of some other scientists, the Beam reaction had resumed its place in the laboratories and that the use of animal carbon or other decolourising substances must be studied in the light of the dosage of cannabiniol.

The discussion disclosed that, from the medical point of view in some countries, the use of Indian hemp in its various forms is regarded as in no way indispensable, and that it is therefore possible that little objection would be raised to drastic limitation upon medical, if not veterinary, use of derivatives.

The Sub-Committee feels that the studies on Indian hemp contributed by experts in reply to the questionnaire sent to them at the close of the last session of the Committee being as yet only in a preliminary stage, it would be premature to undertake the study of this material at present.

The Sub-Committee, having noted the various documents submitted to it and the statement of Dr. de Myttenaere on his most recent studies, decided to adjourn to its next session the examination as a whole of the various studies which have already reached, and which will in due course reach, the Secretariat in reply to the special questionnaire on Indian hemp.

Annex 5.

O.C.1649(a).

Geneva, June 5th, 1936.

RULES OF PROCEDURE FOR SUBMISSION TO THE COUNCIL UNDER ARTICLE 18 OF THE GENERAL REGULATIONS ON COMMITTEES.

Article 1.

The Advisory Committee shall meet as the Council may direct and at least once a year at the seat of the League. The Advisory Committee shall be convened by communications addressed by the Secretary-General, both to the Governments concerned and to the members and assessors of the Committee.

Article 2.

The Committee shall, at its spring session, elect a Chairman and a Vice-Chairman from amongst its members. The term of office of the Chairman and Vice-Chairman shall begin with the spring meeting and shall continue until the opening of the spring meeting of the following year. The Chairman and Vice-Chairman may be re-elected for a further period of twelve months.

The Committee may appoint a Rapporteur for each session.

Article 3.

The Secretariat of the Committee shall be provided by the Secretary-General of the League of Nations.

Article 4.

There shall be an Agenda Sub-Committee, which shall be composed of the Chairman, the Vice-Chairman, and three members elected at the spring session of each year.

The Agenda Sub-Committee shall meet at the end of each session to prepare a provisional agenda for the next session.

The provisional agenda, subject to such modifications as may be found necessary, shall be transmitted three months before the opening of the session by the Secretariat to the Governments concerned, to the members of the Committee and to the assessors.

Any items proposed in writing to the Secretariat by a member of the Committee or an assessor shall be submitted to the Agenda Sub-Committee, which shall meet immediately before the opening of each session and prepare a draft agenda for submission to the Committee at its first plenary meeting.

If, after the Committee has adopted the agenda for the session, any member shall propose a new question for discussion during the Committee's session, the Committee shall decide whether it will discuss such subject.

Article 5.

During the discussion of any question, any member may move the previous question or the adjournment. Such a motion shall have priority and shall be voted on without discussion.

Article 6.

The quorum at a sitting of the Committee shall be constituted by a majority of the members of the Committee.

The Committee shall take all decisions by a majority of the members present at the sitting.

Genève, le 14 août 1936.

SOCIÉTÉ DES NATIONS

COMMISSION CONSULTATIVE DU TRAFIC DE L'OPIMUM ET AUTRES

DROGUES NUISIBLES

E R R A T U M
AU RAPPORT AU CONSEIL SUR LES TRAVAUX DE LA VINGT ET UNIÈME SESSION
(Tenue à Genève du 18 mai au 5 juin 1936)

A la page 3, section I, TRAFIC ILLICITE, a) Fabrication clandestine,
troisième paragraphe, supprimer la phrase suivante:

"Dans cette énumération, on n'a cependant pas tenu compte des fabriques
autorisées fermées par les Gouvernements de Turquie et de Bulgarie pour
avoir, au cours de la période actuellement envisagée, fabriqué en partie
pour le trafic illicite."

LEAGUE OF NATIONS

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

E R R A T U M
TO THE REPORT TO THE COUNCIL ON THE WORK OF THE TWENTY-FIRST SESSION
(Held at Geneva from May 18th to June 5th, 1936.)

On page 3, Section I, ILLICIT TRAFFIC, (a) Clandestine Manufacture,
third paragraph, the following sentence should be suppressed:

"This enumeration takes no account of the licensed factories closed by
the Governments of Turkey and Bulgaria on the ground that, during the
period under review, they manufactured partly for the illicit traffic."

Série de Publications de la Société des Nations

XI. Opium et autres drogues nuisibles
1936.XI.10. Erratum

(Communicated to the Council
and the Members of the League).

Official No.: C. 278. M. 168. 1936. XI.
(O.C.1656 (1).)

Erratum 2: to English text only.

Geneva, August 24th, 1936.

LEAGUE OF NATIONS

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

Report to the Council on the Work of the Twenty-first Session

(Held at Geneva from May 18th to June 5th, 1936).

Second Erratum to the English text only.

On page 11, under the heading SPECIAL ANNUAL REPORTS ON PREPARED
OPIUM, in the second paragraph concerning the total
number of opium smokers on the register in Malaya,
instead of 707073, read: 107073.

Series of League of Nations Publications XI. OPIUM AND OTHER DANGEROUS DRUGS 1936. XI. Erratum 2.
--

Genève, le 30 décembre 1936.

2me Erratum au texte français.

SOCIETE DES NATIONS

COMMISSION CONSULTATIVE DU TRAFIC DE L'OPIUM ET AUTRES
DROGUES NUISIBLES

RAPPORT AU CONSEIL SUR LES TRAVAUX DE LA VINGT ET UNIEME SESSION

Deuxième erratum

A la page 18, sous VIII - Cannabis: Chanvre indien,

au lieu de: "NON ENCORE définitivement établie dans les milieux
scientifiques...."

lire: "MAINTENANT définitivement établie dans les milieux
scientifiques...."

Série de Publications de la Société des Nations

XI. OPIUM ET AUTRES DROGUES
NUISIBLES

1936.XI.10 Erratum II au texte français

LEAGUE OF NATIONS

Erratum 3 to English text

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER
DANGEROUS DRUGS

REPORT TO THE COUNCIL ON THE WORK OF THE TWENTY-FIRST SESSION

Third Erratum

On page 18, under VIII - Cannabis: Indian Hemp,

instead of : "not definitely acknowledged in scientific circles"

read: "NOW definitely acknowledged in scientific circles"

Series of League of Nations Publications

XI. OPIUM AND OTHER
DANGEROUS DRUGS

1936.XI.10 Erratum III to English text