

COMMISSION ON NARCOTIC DRUGS

SECOND SESSION

CONTROL OF NARCOTICS IN JAPAN

(Item 17 of the Provisional Agenda)

Note by the Assistant Secretary-General in Charge
of the Department of Social Affairs

The following report on the Traffic in Opium and other Dangerous Drugs for the Calendar Year 1946 for Japan has been transmitted to the Secretariat by the Representative of the United States of America on the Commission.

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GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS

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SUBJECT: Report on the Traffic in Opium and Other Dangerous Drugs for the Calendar Year 1946 - Japan.

TO: Commissioner of Narcotics, Treasury Department,
Washington 25, D. C.

1. Narcotic Control Regulations, Ministry of Welfare, Ordinance No. 25, was promulgated 19 June 1946. These Regulations require all narcotic dealers to register and submit inventories annually by the thirty-first day of December. Records of all narcotic transactions from compounders and producers down to and including practitioners must be maintained. This includes narcotics administered by physicians. Exempt narcotic preparations are defined as preparations containing not more than 0.4 percent of opium, 0.05 percent of morphine, and not more than 0.2 percent of codeine. Detailed monthly reports are required of compounders and producers, central wholesalers and local wholesalers. These reports show stocks on hand at the beginning of the month, on hand at the end of the month and to whom all sales were made out during the month. There is presently no classification of importers and manufacturers as these activities are prohibited at the present time. All narcotics repackaged must be as authorized by the Ministry of Welfare and all packages must bear a seal provided to producers by the Ministry of Welfare. The narcotic addict cannot receive narcotics for the purpose of relieving him or curing him of his addiction. A maximum penalty of three years and/or ¥5,000 fine is provided for violations.

2. Early in 1947 Marihuana Control Regulations were promulgated which provide marihuana may be cultivated for fiber purposes only and that all producers must register annually and submit monthly reports showing area under cultivation, stocks of seed on hand, and total amount harvested.

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3. Throughout 1946 the Narcotic Division functioned as the Administrative Narcotic Control Agency in the Japanese Government. This Division was under the Pharmaceutical Affairs Section, Ministry of Welfare. In April 1947 the Narcotic Section was created in the Medical Bureau, Ministry of Welfare. A like organization exists in each of the forty-six (46) prefectures. Approximately two hundred narcotic agents have been appointed varying from two to twenty in the individual prefectures. These agents are pharmacists and are being given training in modern narcotic enforcement methods by Narcotic Control Officers, Public Health and Welfare Section, General Headquarters, Supreme Commander for the Allied Powers. Narcotic squads have also been organized in the major cities to cope with narcotic violations which come to the attention of the police. Extensive indoctrination has also been given these police squads.

4. The system of import certificates or export authorizations for the control of imports and exports of opium and other dangerous drugs has not been established since the export of narcotics from Japan is prohibited and since there has been no import of narcotics into Japan. Necessary import programmes will be only as authorized by the Supreme Commander for the Allied Powers.

5. Seven and one-half tons of opium originating from the Japanese Army supplies in Manchuria were seized in the early part of 1946 as they were being smuggled into Japan. Five hundred forty-five kilogrammes of opium contained in a shipment of medical supplies originating from the former Japanese Naval Hospital in Singapore were seized upon entry into Japan. Small quantities of opium smuggled into Japan from Korea were also seized. The following table depicts the number of prosecutions and convictions for trafficking in narcotics:

Number of Arrests.....	347
Number of Fugitives.....	4
Number of Prosecutions.....	343
" " " - Physicians.....	43
" " " - Dentists.....	2
" " " - Pharmacists.....	3
" " " - Others.....	295

Number of Convictions.....	83	
" " " - Illegal manufacture.....	0	
" " " - " importation.....	15	
" " " - " possession.....	50	
" " " - " sales.....	18	
Number of Sentences.....	83	
Penal servitude.....	50	Amounting to 62 years, 3 mos.
Fines.....	43	Amounting to ¥309,800
Penal servitude probation.....	13	Amounting to 25 years, 9 mos.

(Some defendants sentenced to more than one of above.)

6. The following table shows the total amount of narcotics confiscated in terms of the basic anhydrous alkaloid:

Raw Opium	8,128,761 grammes
Medicinal Opium	530 grammes
" " (cut 10 times)	947 grammes
Morphine	1,783 grammes
Diacetylmorphine	625 grammes
Ethylmorphine	170 grammes
Cocaine	1,545 grammes
Methylmorphine	1,742 grammes
Dihydrohydroxycodone	17 grammes

7. The following prices for narcotics prevailed in the illicit traffic:

Smoking Opium	1 kg.	80,000 yen
Opium	1 kg.	150,000 yen
Morphine	1 gramme	1,500 yen
Morphine Ampoule	1 amp.	50 yen
Cocaine	1 gramme	70 yen
Heroin	1 gramme	4,500 yen
Pantopon	1 gramme	4,000 yen
Codeine	1 gramme	20 yen

8. Toward the end of the year several instances of non-narcotic substances being sold as narcotics in illicit traffic were uncovered.

9. The cultivation of opium poppy was prohibited in November 1945. No opium was produced in Japan during 1946 nor was any opium straw used as raw material for the manufacture of opium alkaloids. Cultivation of coca leaves was prohibited at the same time.

10. There is no information that the Indian hemp plant grows wild in Japan. The cultivation of the Indian hemp plant was prohibited in 1945 but approximately 5,000 hectares were devoted to the production of Indian hemp plant for fiber with a yield amounting to approximately 3137 metric tons of fiber. When the production of fiber from the Indian hemp plant was brought

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to the attention of Occupation Forces a licensing system was established to control the cultivation of 5,000 hectares in 1947. The Marihuana Control Regulations were promulgated in April 1947 and prohibit the growth of the plant for any use other than for industrial purposes. Only twelve of the forty-six prefectures are permitted to share in the cultivation of the 5,000 hectares and each of these twelve prefectures has narcotic agents in charge of registration of enforcement and receiving reports of area planted, harvested and total yield of fiber as well as the stock of seed on hand. A maximum penalty of three years imprisonment and/or ¥5,000 fine is provided for violation of the regulations. The use or possession of Indian hemp drug is prohibited.

11. Manufacture of narcotics is presently prohibited in Japan because of the necessity of establishing a strict system of control of distribution before manufacture could be authorized. All crude and semi-processed narcotics were taken into custody in the fall of 1945 and the early part of 1946 to prevent illicit manufacture or diversion.

12. Possession, sale, use, etc. of diacetyl-morphine was prohibited in November 1945 and the Japanese Government confiscated all stocks of heroin in Japan which were delivered to Occupation Forces for destruction.

Approximately seven hundred (700) kilogrammes were so destroyed. Neo-morphine and several other synthetic substitutes for morphine with identical formulas were manufactured in Japan during 1946 and the early part of 1947. All these new synthetic substitutes for narcotics were brought under the Narcotic Control Regulations and manufacture prohibited. Under the regulations as amended in the early part of 1947 the Minister of Welfare is authorized to include any drugs which research discloses to have narcotic properties under the Narcotic Control Regulations.

13. As of 31 December 1946 narcotic dealers in Japan were registered in the number and under the classification as follows:

Compounders	9
Producers	8
Central Wholesalers	16
Local Wholesalers	210
Retail Dealers	6,471
Practitioners	70,487
Exempt Narcotic Dealers	8,643
Narcotic Research and Analysis Laboratories	37

or a total of 85,881 registrants. Reports of compounders, producers, central wholesalers and local wholesalers are received monthly by prefectural narcotic agents. These reports show stock on hand at the beginning of the month, on hand at the end of the month and in what quantity and to whom all sales were made during the month. The records of dealers in the above classifications are checked monthly by narcotic agents who forward reports as submitted to the Narcotic Section, Ministry of Welfare, who prepare a consolidated report which is submitted to the Supreme Commander for the Allied Powers not later than the end of the month following the month in which the report is made.

14. All dealers in these classifications are required to store narcotics in fireproof and burglar-proof vaults. Only two burglaries of wholesalers have been reported since the promulgation of the narcotic regulations. Hospitals constitute the greatest source of diversion through theft and burglary. These institutions are presently being required to store narcotics in regulation steel safes and to limit stocks to a three to six months supply. Narcotic regulations provide that narcotics must be stored safely. This provision has been interpreted to mean that the Minister of Welfare may issue instructions to registrants requiring improved storage commensurate with the amount of narcotics held.

15. Possession, use, sale, etc. of smoking opium is prohibited and as stated heretofore the narcotic regulations prohibit administering narcotics to an addict for the purpose of treating or curing his addiction. Eight hundred sixty-two grammes of smoking opium were seized in the early part of 1947, the source of which has not yet been determined. With the exception of the

two large seizures of opium mentioned above no evidence of opium smuggling has been uncovered since the early part of 1946. Customs officials and narcotic agents at ports of entry have been issued strict instructions regarding thorough search of all persons at ports of entry.

16. A programme of educating practitioners in the proper use of narcotics has been undertaken. Narcotic agents as well as SCAP Narcotic Control Officers meet periodically with representatives of doctors' associations and explain in detail the provisions of the narcotic regulations, the necessity of preparing accurate records and the necessity of using narcotic drugs only when use is actually indicated. Narcotic dealers' associations have been formed and the proper storage of narcotics together with close scrutiny of sales by each local wholesaler has become part of their regular meetings. Co-operation among leaders in the different classes of dealers has facilitated the establishment of a strict centralized narcotic control in Japan.

17. Approximately ¥10,000,000 worth of former Japanese military medicinal narcotics which were taken into custody in the fall of 1945 and the early part of 1946 were returned to SCAP approved warehouse for cleaning, re-packaging and distribution under the narcotic regulations as the medical needs of the Japanese people require. This phase of the programme proceeded without any diversion of the narcotics involved.

FOR THE SUPREME COMMANDER:

/signed/ R. G. Hersey
R. G. HERSEY
Lt. Col AGD
Asst Adj Gen
